

INTERNATIONAL LABOUR OFFICE

The
Training and Employment
of Disabled Persons

A Preliminary Report

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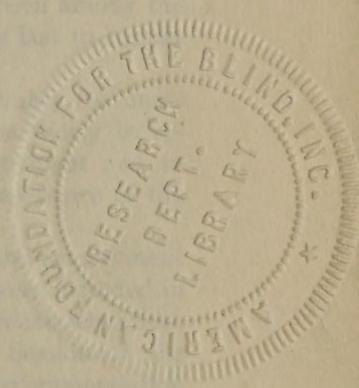
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A Preliminary Report



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PREFACE

The war has brought the question of the training and employment of disabled persons into special prominence. Six years of conflict on a world scale have left a heritage of disablement of all kinds to the post-war world. Casualties on the battlefield have been supplemented by casualties among the civilian populations of many countries, and war conditions of food, shelter and clothing have taken a heavy toll of the health of the people of many lands.

The employment problems of the disabled are not confined, however, to those whose disablements are derived, directly or indirectly, from the war. The vocational handicaps imposed by disabilities of various kinds have always tended to make it hard for the men and women concerned to procure suitable training and to find and keep suitable employment. In each national employment market, large numbers of the disabled have been among the first to be cast aside in times of depression and the last to benefit from upswings in economic activity.

The war, while unfortunately increasing considerably the number of disabled persons, has also provided an opportunity to reconsider the problems of their training and employment and to find solutions for them based on the cumulative experience of the past.

A number of principles for meeting the training and employment needs of disabled persons in the transition period were included in the Employment (Transition from War to Peace) Recommendation, 1944, adopted unanimously by the 26th (1944) Session of the International Labour Conference.¹ While this Recommendation refers particularly to the transition period, the paragraphs concerning disabled persons are of a more permanent character and provide the point of departure for this study.

The general plan of the present Report was drawn up by the Employment Committee of the Governing Body of the International Labour Office at its 95th Session (Quebec City, June 1945) and subsequently approved by the Governing Body itself. In doing so,

¹ The relevant provisions of this Recommendation are reproduced in Appendix I.

the Governing Body decided that the Report should be factual, and recommended:

- (a) That the report should cover all persons disabled from whatever cause who want employment, including those disabled as a result of illness;
- (b) That attention be paid to the vocational guidance of disabled persons at the earliest possible stage in their medical treatment in view of the psychological effect of the disablement;
- (c) That attention be paid to policies proposed or adopted for the employment of disabled persons, in appropriate cases, under "sheltered conditions";
- (d) That attention be paid to the importance of the co-operation of the public authorities with employers' and workers' organisations.

All these points have been taken into account in drafting this Report.

The purpose of the Report is to provide a general survey of the measures adopted or planned to facilitate the occupational re-establishment of disabled persons. Each particular group of the disabled has special problems of its own, and each disabled person has a highly important set of individual adjustments to make. The present Report, however, is necessarily confined to a general survey, and must be utilised with this limitation in mind.

The Report suffers from other serious handicaps. First, while the war has intensified public concern with the problems with which it deals, the transition period following the end of hostilities has been too short to produce experience of the various solutions adopted or proposed. Secondly, there is no precise understanding or agreement as to what a disabled person is. Probably only a very small percentage of the population in any country is free from any kind of physical or mental disability. Yet the percentage which would generally be considered as "disabled" for the purpose of special measures on the training and employment of disabled persons, even though far larger than might be expected, is relatively small, since the emphasis of those measures is on the vocational effect of disablement. It is practically impossible to define a disabled person in these terms, however, and the scope of the Report is therefore necessarily somewhat vague. Moreover, the problem of terminology is almost insoluble. In some countries, for example, strong exception is taken even to the use of the word "disabled", on the ground that it implies a separate classification which it is both impossible and undesirable to delineate in practice; and in others the word "rehabilitation" or the phrases "selective placement" or "sheltered employment" are not in common usage. So far as possible, this Report adopts the terminology in use in each country concerned. Thirdly, while disablement in itself may take a wide variety of

forms, it also takes an infinite variety of forms so far as training and employment are concerned. This makes it impossible to enter into much of the detail which often constitutes the most suggestive feature of policy. Fourthly, the vocational rehabilitation of any disabled person is a continuous process. The programme as a whole must therefore be highly integrated; one stage is not only co-ordinated with, but often overlaps another. For this reason, it is hard to eliminate all repetition without sacrificing clarity.

The absence of information concerning many countries does not imply that little or nothing has been done in these countries to facilitate the training and employment of disabled persons. In the case of some countries it is due to war conditions which prevented the Office from receiving the necessary material in time. For other countries, the lack of information is explained by the fact that plans to assist disabled persons to prepare for and find suitable employment are now being developed or reorganised, and have not yet reached a stage where the proposals may be regarded as definitive. This is the case, for example, in a large number of the liberated countries of Europe and also in India. Still other countries have schemes covering the training and employment of special groups of the disabled such as the blind or deaf, but have no general rehabilitation programme for all disabled persons.

Moreover, in almost every country disabled persons have been served by specialised voluntary non-profit organisations, of a private or semi-private character. Some of these organisations cater for particular groups of the disabled—the blind, deaf-mutes, cripples, the tuberculous, or disabled children. Others have less specialised spheres of activity. The evolution of vocational rehabilitation programmes owes a great deal to these voluntary organisations. Many of them have done substantial pioneering work under great difficulties. This Report makes little mention of the contribution which has been and is being made by these organisations, not because of any wish to belittle their work but because the Office has relatively little information on it. It is also true that the initiative in matters concerned with the training and employment of disabled persons is passing from private associations to public agencies. This is one of the most important features of recent developments related to the vocational re-establishment of the disabled.

The current problems are also complicated by an understandable tendency to divide the disabled into two categories—the war-disabled and all others. Each country naturally considers it an obligation to ensure the satisfactory resettlement of those who have sacrificed a part of their working capacity in the common cause. Still, it is obvious that the basic problems of disabled ex-servicemen

and women and deportees do not differ in kind from those of other disabled persons, and similar solutions have to be sought for both groups. However, where the available facilities and possibilities to help the disabled to prepare for and procure employment are limited, either in relation to the vastly increased demands upon them, or because they have never been developed sufficiently for the civilian disabled, there is a tendency either to grant war-disabled persons priority in the use of the facilities for re-establishing the disabled in employment or to develop special programmes for them.

The Governing Body of the International Labour Office at the Quebec meeting already referred to attached particular importance to the early publication of this Report, if possible by the time of the 27th Session of the Conference in October 1945, even though the Report might be incomplete so far as certain countries were concerned. A special effort has been made to comply with this request. The Governing Body also invited the Office to submit to the Employment Committee at a future session draft proposals on the question of the training and employment of disabled workers. This will be done at the earliest practicable date.

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CHAPTER I

SCOPE AND CHARACTER OF THE PROBLEM

Increasing importance is attached to the compilation of as precise information as possible on the types and numbers of disabled persons for whom special assistance in training and employment may be needed. In the past, policies affecting the re-establishment of the disabled were based very largely either on sentiment or on prejudice. There was little or no factual foundation for them. Today, however, the whole approach to the employment of disabled persons is characterised by efforts to establish objective information useful to indicate the problems involved and the solutions for them.

The assembling of information of this character is complicated by the fact that there is no clear line of demarcation between a disabled person and an able-bodied person. The disabled are not a separate and distinct group of any national population. Any line that may be established between a disabled person and a non-disabled person tends to be arbitrary and must be sufficiently flexible to meet the many individual cases which fall on a borderline which itself tends to vary with general employment conditions.

Moreover, to make matters still more difficult, there is no clear or permanent relationship between physical or mental disablement and vocational disablement. A physical or mental disability often does not in practice constitute a vocational handicap. In other cases, a vocational handicap derives from disabilities which cannot be clearly defined or measured. Some disablements prevent employment in certain trades or occupations but not in others. It sometimes happens that minor disabilities constitute a far greater employment handicap than those which are very severe. Moreover, the same type of disablement may be a serious handicap to one person but not to another, either because of individual qualities or different vocational skills and interests. Finally, some disabilities in employment arise out of a deficiency of "natural" qualities, such as dexterity, physique, personality and brains; and it may be difficult to distinguish clearly between the effects of certain disabilities and the lack of certain qualities.

The delineation of the scope and nature of the problems involved in the employment and training of the men and women who are

disabled is consequently a task of great difficulty and delicacy. It is necessary, however, in order to formulate policy and to decide upon methods. The purpose of the present chapter is to indicate the type of information that now exists on the extent and special features of the employment problems of the disabled population of various countries. Subsequent chapters describe in more detail some of the methods used to assemble factual information about the disabled.

DEFINITION OF "DISABLED PERSON" FOR VOCATIONAL REHABILITATION PURPOSES

A general definition of the disabled persons eligible to participate in vocational rehabilitation and resettlement programmes has generally been found necessary for the purpose of formulating and administering these schemes.

The primary emphasis of this Report is on the vocational significance of physical or mental disablements, that is, on the relation of disablement to the future employability of the persons concerned. Examples of formal definitions used by various countries are given below in order to indicate the terms in which the problems of rehabilitation and settlement have been posed and the basis on which their solutions have been sought. In practice, however, every country recognises that any formal definition is of little value, even for these purposes, and must be considered merely as a tool for working out policy rather than as a yardstick which can be applied rigidly in individual cases.

Australia

In the Re-establishment and Employment Bill now under consideration in the Commonwealth Parliament, the term "disabled person" is defined as a discharged member of the forces, or a person in any prescribed class of persons, who by reason of injury, disease or deformity, is substantially handicapped in obtaining, or maintaining himself in, employment, or in undertaking work on his own account, of a kind which, but for that injury, disease or deformity, would, in the opinion of the Minister, be suitable to his age, experience and qualifications.

In explaining the meaning of the phrase "a person included in any prescribed class of persons", the Ministry for Post-War Reconstruction explained that it referred only to persons disabled in the service of the Commonwealth, because under the Constitution the Commonwealth had no power to legislate in relation to civilian disabled persons in general but only to those injured in defence of

the Commonwealth or in a service carried on by the Commonwealth (such as the post and telegraph service).

Brazil

A definition of disablement for the purpose of calculating workmen's compensation is included in the Decree revising accident compensation legislation (Legislative Decree No. 7036, dated 10 November 1944). This is the only formal definition in existence.

There is a tendency, however, to seek a definition of "disabled" which would place less emphasis on compensation and far greater emphasis on the possibilities of vocational rehabilitation and re-training. This tendency is indicated by several developments. First, the accident compensation legislation, as revised in 1944, now requires vocational retraining, so that this change of emphasis is implicit in the amended text. Secondly, the Brazilian delegation attending the Santiago meeting of the Inter-American Committee on Social Security stressed the view that a person should be considered as disabled only when, *after* retraining, he is able to earn less than 60 per cent. of the normal wage or salary of the trade or occupation. Thirdly, the medical adviser, when asked for an opinion on disablement, also follows the principle of defining disabilities according to the possibilities of vocational rehabilitation. Finally, Legislative Decree No. 7270 of 25 January 1945, concerning the rehabilitation of certain classes of persons on military service, provides for non-exercise of pension rights except where it has been proved that the persons concerned cannot be made employable.

Canada

The broad definition used as the basis for the vocational re-employment of the disabled is "a handicapped person who on account of injury or disease of a character which is likely to last more than 6 months or on account of congenital deformity is substantially handicapped in obtaining or keeping employment of a kind generally suited to his age, previous experience and qualifications".

The Department of Veterans' Affairs, which has a Casualty Section to assist in resettling disabled ex-servicemen, admits for registration for assistance "those veterans who, through wound, injury or disease incurred on service, have a physical disability which makes them in fact a placement problem, that is to say, which reduces their ability to compete in normal labour markets, and who require selective placement". In addition, veterans are admitted who have undergone, in Department of Veterans' Affairs hospitals, active treatment for a mental condition and in whose case

the psychiatrist of the Department requests the assistance of the Casualty Section.

Denmark

The term "disabled persons" is defined to include all persons who, owing to physical or mental defects, find it particularly difficult to find or to retain employment.

Finland

The Act of 7 August 1942 respecting the vocational rehabilitation of war-disabled persons establishes two classes of partially disabled persons, namely: (a) those with a disability of more than 30 per cent. who are unable, by reason of their disability, to resume their former trade or a closely related trade; and (b) those with a disability of more than 10 per cent. but less than 30 per cent. Persons in category (a) above are eligible for assistance in the form of vocational training, general education, job placement, and, where appropriate, raw materials and tools; those in category (b) are eligible for assistance in finding employment, and in exceptional cases they may receive help in other forms.

Great Britain

The definition used in Section 1 of the Disabled Persons (Employment) Act, 1944, reads as follows:

The expression "disabled person" means a person who, on account of injury, disease or congenital deformity, is substantially handicapped in obtaining or keeping employment, or in undertaking work on his own account, of a kind which apart from that injury, disease¹ or deformity, would be suited to his age, experience and qualifications.²

Luxembourg

The Grand-Ducal Order of 26 February 1945 concerning the employment and training of disabled persons defines a disabled person as any person who, by reason of industrial accident, war events or measures taken by the enemy during the occupation, has suffered a reduction of working capacity of 50 per cent. or more. The degree of reduction of capacity is calculated by the Workmen's Compensation Institution.

¹ "Disease" is construed as including "a physical or mental condition arising from imperfect development of any organ".

² The definition proposed by the Interdepartmental Committee on the Rehabilitation and Resettlement of Disabled Persons was substantially similar to that in the legislation, except that it included the phrase "on account of injury or disease of a character which is likely to last for more than six months". The duration of the disability for six months is one of the conditions specified for admission to the Register of Disabled Persons.

New Zealand

For the purpose of determining eligibility for assistance through the Disabled Servicemen's Re-establishment League, which is the agency chiefly responsible for the vocational rehabilitation of the more seriously disabled persons, any ex-service man suffering from a 40 per cent. disablement or more may be regarded as a disabled person. In more general terms, the Rehabilitation Board has based its work on the principle that all ex-servicemen who, by reason of disability, present a vocational readjustment or placement problem are considered as "disability cases".

Sweden

A Committee on Disabled Persons now investigating questions of the training and employment of the disabled has not attempted to formulate any general definition of disabled ("partially able-bodied") persons. A member of the Committee (who is himself blind), in a memorandum prepared as a basis for discussion, defined a disabled person as one who, owing to physical or mental defect or sickness, is unable to obtain work through a public employment office (as against a special employment agency for disabled persons).

Union of South Africa(a) *War Volunteers.*

A disabled volunteer, for the purpose of eligibility for the readjustment services of the National Readjustment Board for Disabled Soldiers, is a volunteer who has been discharged or released from the army on the grounds of any physical or mental disability, generally designated medical category "E". The term "disabled" includes, therefore, any disability, whether physical or mental, which incapacitates a volunteer for war services, regardless of whether or not the disability was caused by his service.

(b) *Civilians.*

The Physical Training Battalion for physically substandard youths applies the following disability criterion for admission: "suffering from physical defects which can be remedied within a maximum period of two years". Under the Workmen's Compensation Act of 1941, so far as the rehabilitation of workmen injured on duty is concerned, a "disabled person" is one who, through permanent injury arising out of and in the course of his employment, is unable to follow his pre-injury employment, and requires re-training either in order to enable him to resume his previous work or to fit him for some other occupation.

United States

(a) Under the general federal-State programme, covering persons disabled in industry or otherwise, the term "disabled person" is defined as "any person who, by reason of a physical defect or infirmity, whether congenital or acquired by accident, injury, or disease, is, or may be expected to be, totally or partially incapacitated for remunerative occupation". The term "rehabilitation" is defined as "the rendering of a disabled person fit to engage in a remunerative occupation". The State rehabilitation agency is responsible for determining eligibility of individual disabled persons; but one condition of federal approval of State plans is that each plan shall provide "that vocational rehabilitation under the plan shall be made available only to classes of employable individuals defined by the (Federal Security) Administrator". There is specific provision for war-disabled civilians, including merchant seamen¹, and for civil employees of the United States Government injured in the performance of their duties. Eligibility for rehabilitation, as determined by the States in conformity with federal regulations, is based on three principles:

- (i) A person must be of employable age;
- (ii) An occupational handicap must exist by reason of the disability; and
- (iii) The person must be capable of being rendered employable or more advantageously employable through rehabilitation services.

In order to obtain physical restoration services under the federal-State programme, a disabled person must have a disability that is a substantial employment handicap, static and remediable. "Static" is taken to mean any disability that is relatively stable or slowly progressive, to differentiate rehabilitation from ordinary medical care for acute illness or injury. "Remediable" is interpreted to mean that the handicap may be substantially reduced or eliminated by treatment within a reasonable period of time, to differentiate rehabilitation from long-term care of custodial cases.

The general criterion for eligibility under the federal-State rehabilitation programme as a whole, therefore, is that it is open

¹ War-disabled civilians include such groups as civil air patrol, aircraft warning service and the U.S. Citizens Defense Corps, but no person is considered a war-disabled civilian unless he is disabled as a result of disease or injury, or aggravation of a pre-existing disease or injury, incurred in time of duty during the period of the war, not due to his own misconduct. The reason for the distinction between war-disabled civilians and others is that the federal Government pays all the costs involved in the rehabilitation of the war-disabled and shares the cost of rehabilitating other disabled civilians with the States on a 50-50 basis.

to all disabled persons having an employment handicap (mental or physical) which can be compensated with reasonable anticipation of remunerative employment.

(b) Under the vocational rehabilitation programme of the Veterans' Administration, eligible war veterans are those who meet the following four requirements:

- (i) The person must have been in the active military or naval service on or after 16 September 1940 and during the war;
- (ii) He or she must have been discharged or released from active service under conditions other than dishonourable;
- (iii) He or she must have a disability incurred in or aggravated by such service, for which a pension is payable under laws administered by the Veterans' Administration (or would be but for the receipt of retirement pay);
- (iv) He or she must be in need of vocational rehabilitation to overcome the handicap of the disability.

(c) Under the selective placement programme for handicapped workers, organised within the U.S. Employment Service, a person is classified as physically or mentally handicapped if he possesses any physical or mental deficiency, peculiarity or impairment which requires that he be selectively placed. A handicap is sufficiently limited to constitute a problem in placement if it—

- (i) Requires the person concerned to modify or change his occupation;
- (ii) Makes it more difficult for him to secure suitable employment with an employer;
- (iii) Requires special consideration to prevent him from taking work likely to endanger his own health or safety or that of others; and
- (iv) Restricts the opportunities of an inexperienced job seeker for entering industry, trade or a profession.

* * *

A comparison of these definitions shows that the definitions used in Australia, Canada and Great Britain are substantially similar and that the principles underlying the United States approach tend to correspond to these definitions. In all of these countries, the definitions specifically relate disablement and "occupational handicap". The definition used for most purposes in the United States suggests that a person must be "employable" after

rehabilitation.¹ In Great Britain, the definition is carefully drafted so as to include and encourage persons whose disablement is of such a character as to prevent, or render doubtful, their re-employment in normal competitive work. A few countries (*e.g.*, Brazil and Finland) make use of the disablement scale worked out for compensation of employment injuries, and confine vocational rehabilitation to those whose disablement falls within specified percentages of disability. In most countries, mental as well as physical disablements seem to be covered either explicitly or implicitly. This is a significant advance on past practice. Moreover, it is interesting to note that a number of countries stipulate in their definitions that a vocational handicap may be considered to exist if the person is unable, by reason of his disability, to obtain employment suitable to his age, experience and qualifications. This, again, constitutes a broadening of the conception of vocational rehabilitation, because the goal of policy is directed towards re-establishing the disabled person in work requiring his full abilities rather than being content with re-establishment in one of the more limited range of activities considered "suitable" for disabled persons, regardless of their individual qualifications. Finally, it is worth stressing the tendency in Brazil to seek a more positive and objective definition of a disabled person, with far greater emphasis on the fullest possibilities of rehabilitation and retraining for each individual. This tendency is in line with that of other countries for which information is available. Emphasis is shifting away from disability to ability.

In principle, there seems to be a wide measure of agreement that any programmes established for the benefit of disabled persons should cover or eventually be extended to all such persons without regard to the cause of the disability or its nature, so long as it constitutes a handicap in their work life. Acceptance of this principle, however, does not exclude the practice of making some distinction between persons with war-caused disabilities and other disabled persons.² This practice originates primarily in the lack of adequate facilities, and, where this is the case, in the justifiable desire to

¹ Since with a criterion of employability, individuals are apt to be excluded from assistance, the policy in the United States is for the cases refused rehabilitation to be referred to the federal level, where they are reviewed and sent back to the State level with suggestions and requests for reports.

² As the British Minister of Labour (Mr. Ernest Bevin) stated: ". . . war does impose disability and in this category we are under a special obligation—an obligation which will not merely rest upon the Houses of Parliament but an obligation that will be felt in the heart of every citizen for whom these men have suffered and struggled so hard. Therefore we place the war-disabled in a high category of priority, and however difficult it may be to deal with other types of disablement, I want to make a most earnest appeal—indeed, I might say almost a demand—both on the employers and on the trade unions—that every possible facility should be given to the men who have come back into industry" (*Transport and General Workers Record*, Mar. 1944).

ensure that persons with war-caused disabilities, disabled ex-service men in particular, receive preferential treatment over all others in the use of such facilities as exist or such benefits as may be provided.

Thus, in a good many countries where there has been no comprehensive programme for the rehabilitation and resettlement of disabled civilians, war veterans are given special assistance by various methods to obtain training and employment. In some countries, there are separate programmes for disabled war veterans and for disabled civilians, administered by different agencies. In the United States, for example, the Office of Vocational Rehabilitation of the Federal Security Agency deals with all disabled persons without reference to the cause of disability, while the Vocational Rehabilitation Service of the Veterans' Administration deals with veterans who have service-connected disabilities. The two agencies function under separate legislation and regulations, and separate provision is made for the two groups in many respects, though individuals in both groups often use the same facilities for rehabilitation at the local level. In other countries, disabled ex-service personnel have priority in the use of all available facilities suitable for the training and employment of disabled persons.

Despite the necessity, because of limited facilities, of granting preference to war veterans in programmes for the employment and training of disabled persons, it is the explicit aim of policy in most of these countries to expand the measures so that they may be used by all disabled persons in need of such assistance. In Australia, for example, an interdepartmental report to the Cabinet on the organisation of a common rehabilitation scheme for disabled service personnel and civilians alike is already in preparation. In Finland as well, since provision for the war-disabled called attention to the problems of other disabled persons, a governmental committee has been appointed to study the matter of their re-establishment. In the Union of South Africa, the Government plans to extend the schemes for the employment and training of ex-volunteers to apply to civilians also.

INDICATIONS OF THE SCOPE AND CHARACTER OF THE PROBLEM

Once it has been decided how to define a disabled person for the purposes of specialised training and employment assistance, it becomes possible to make some estimate of the scope and character of the question in these terms. The absence of reliable information concerning the disabled population has been one of the primary factors retarding the solution of their problems.

The collection of information to show the scope and character of the problem is admittedly a difficult task. First, even when a workable definition has been found, many men and women strongly resent any efforts to place them within any disablement category and would thus look with disfavour on many methods which might be adopted to obtain the type of information useful for employment and training policy. Secondly, it is of little value to know the total number of disabled persons unless it is also possible to classify them according to the principal physical or mental factors affecting their employability—age, for example, previous training and experience, current qualifications and prospects. Thirdly, information concerning the disabled population can be complete only if there is some obligation on the men and women concerned to provide the necessary details. This is true in assembling information concerning any group of persons, but particularly so in respect of disabled persons. But the imposition of any form of coercion in this field is generally condemned in most countries, and therefore the information available is not comprehensive. Finally, information concerning any form of physical or mental disability is individual and personal and is technically difficult to assemble because defects cannot easily be defined or classified for employment purposes in sufficiently general terms.

These various difficulties are indicated in other chapters of the Report, particularly in the chapter concerning the identification of disabled persons by registration or other means. They are mentioned here merely in order to explain the striking lack of factual data to show the size and nature of the problem of providing appropriate vocational rehabilitation training and employment opportunities for the disabled population.

The statistical information now available to the Office from the various countries is summarised below, together with an indication of measures planned or proposed to supplement the factual data which can be drawn upon in the formulation of national rehabilitation programmes.

Most countries have fragmentary data concerning certain groups of the disabled (the blind, for example) or concerning those disabled from specified causes (industrial accidents, for example). Some countries have more complete information, but in most cases it is out of date or lacking in the detail necessary for rehabilitation employment and training programmes. Accurate estimates concerning the extent and nature of disablements caused by the war are not yet available. No country considers that it has satisfactory information with respect to disablement to serve as the basis of its training and employment plans at the present time, but a few

countries believe that recently introduced methods of collecting data will provide them with the information they need.

Brazil

In December 1943, there were 83,476 disabled persons receiving pensions from the social welfare institutions, but material is not available in regard to the precise nature of the disablements or the experience and occupational qualifications of the persons concerned. It is planned to supplement the statistical data as the rehabilitation and retraining services are set in motion. The Medical Consultant of the Department of Social Welfare has already started an investigation with a view to improving the factual basis for rehabilitation work.

Canada

No comprehensive statistics are available to show the total number of disabled persons, the nature of their disablements and of their experience and occupational qualifications. One survey was made during the summer of 1943 in the Toronto area, where 1,000 disabled persons were surveyed from the point of view of their occupations and industrial distribution. More complete information is expected to become available, however, as a result of the fact that, in December 1944, the Employment and Selective Service Offices of the Unemployment Insurance Commission began to collect statistics relating to disabled persons registered for employment at these local offices. The material is classified by sex and type of disability.

So far as war veterans are concerned, statistics are available to show the number of persons drawing pensions in respect of service-incurred disabilities. In March 1945, the number receiving pensions from the War of 1914-1918 was 74,106 and from the recent war, 15,366. It is pointed out that the definition of disability in the Pension Act differs from the definition of occupational disability used by the Casualty Section of the Department of Veterans' Affairs, and that consequently these figures do not indicate exactly the number of veterans occupationally handicapped, which figure would be lower than the figure quoted.

Statistics are available to show the nature of the disablements of war veterans, but not of the veterans' experience and occupational qualifications, though steps are being taken which will, in time, provide this information. The Department of Veterans' Affairs indicates that information relating to the number of self-employed disabled veterans and their distribution in the various types of economic activity and the number, occupational and in-

dustrial distribution of employed veterans may be available in the future.

Finally, the Workmen's Compensation Board in Ontario reports that, from January 1941-January 1945, 502,631 accidents were reported to the Board, 1,463 vocationally handicapped cases were referred to the Rehabilitation Department of the Board, and of these 1,257 have been rehabilitated.

Chile

The only information that exists is material showing the number of persons who have followed, or are registered for, a course of vocational rehabilitation and training in Government centres set up for this purpose. The figures are not available in the Office at the present time.

Denmark

There are no exhaustive statistics showing the number of disabled persons. A certain amount of information useful for training and employment purposes is made available through the Invalidity Insurance Court, the Director for the Care of Disabled Persons, and those employment offices in which special service is provided for handicapped applicants for work. This material does not include a detailed classification of partially disabled persons by type of disability, occupational experience or other special factors relevant to rehabilitation, but it provides an approximation of the minimum total need for specialised assistance.

Finland

The State Accident Office keeps statistical information on persons receiving accident compensation. No statistics are available to indicate the total number of disabled persons or their classification according to the nature of the disablements, etc. In February 1945, the number of disabled persons who were employed was 475. According to the War Invalids' Relief Organisation, 5,178 partially disabled persons had been retrained for another profession by the end of 1944. The National Pensions Institution keeps statistics of the totally disabled.

The committee appointed by the Government to re-examine assistance for the disabled has assembled information on all disabled persons and has begun to collect data to show the extent and character of the problem of re-employing the partially disabled. Its work had not been completed by April 1945.

Great Britain

The *Report of the Interdepartmental Committee on the Employment and Training of Disabled Persons*, 1943, called attention to the fact that the total of disabled persons (however defined) was not known and that it was impossible to make even a rough estimate. It stated:

Hospital statistics and the returns of industrial and road accidents show as a rule only the number of cases and the duration of treatment and give no indication as to whether or not there is a residual disablement. There are some 400,000 disabled ex-servicemen from the last war still in receipt of disability pensions and there is a growing number of Service and civilian casualties from the present war. But even if the present total of disablements were known, it is obviously impossible to make an even approximate estimate of what the total will be at the end of the war and what proportion it will bear to the total employable population. All that can be said is that it is likely to be a formidable figure.

There is also no information as to how the total is, or will be, distributed among different categories of disablement, nor as to the distribution by sex, age, date of disablement, area, previous experience, and present capacity for employment. The proportion between the total of disablements caused since the outbreak of war and the total of disablements of earlier date may be an important factor as—broadly speaking—the former respond more readily to rehabilitation, vocational training, and change of employment, than do the latter.¹

At present, however, information is being collected in respect of disabled applicants at employment exchanges, and for those interviewed in hospitals, but it is not comprehensive and it is not available in tabulated form. The returns now available under the Interim Scheme show the number of disabled persons interviewed in hospitals, the number dealt with under the resettlement scheme, the number contacting the home local office or advice office, the number who were placed or found work after such contact, the number of cases in which follow-up action had been satisfactorily finished and the number of persons not yet placed in employment or otherwise resettled, and the number admitted to various forms of training.

Full statistical information will become available later under the registration provisions of the Disabled Persons (Employment) Act, 1944. As soon as the Register of Disabled Persons required by the Act is set up, returns will be available which will classify the disabled into about 25 broad groups of disabilities. The individual Registers will contain a more detailed analysis based on the Medical Research Council code classifications, so that it will be possible to make *ad hoc* returns as required.

¹ Cmd. 6415, p. 27. The Report also includes statistics concerning the number of tuberculosis cases (a total of 140,000, of whom 50,000 were likely to require special rehabilitation measures) and of registered blind persons (83,000, of whom 42,000 were under 16 or over 65).

Luxembourg

Statistics are not available at present, but will be built up as a result of the provisions of the Order of 26 February 1945 requiring the registration of all disabled persons who wish to work in employment covered by factory or mine inspection or to obtain retraining. The statistics will show the number of registered persons, and their nationality, type of disablement, residual working capacity and general state of health, and their vocational training and experience. The Office of Social Insurance is expected to be able to provide other information of value in showing the nature of the problems involved in re-establishing the disabled.

At present, the communes, the Repatriation Commission and the *Ons Jongen* League provide a certain amount of information concerning disabled workers who fall within their spheres of operation.

New Zealand

The extent and character of the problem of disablement are not accurately known, though a certain amount of material exists showing the cause for demobilising wounded and sick ex-servicemen and the record of the assistance given by the Disabled Servicemen's Re-establishment League. The Social Security Department keeps statistics concerning servicemen receiving war pensions and civilians receiving disability benefits.

Sweden

There are as yet no reliable statistics showing the number of disabled persons in Sweden. According to the partial population census made in 1936, which covered one fifth of the population of the country, the number of persons wholly incapable of work was 20,385, and that of the persons partially incapable of work, 41,884. This would suggest that for the country as a whole there were fully 100,000 wholly and about 210,000 partially incapable. The Committee on Disabled Persons, now making investigations, considers that these figures are probably too low. The Committee, judging from figures obtained from a variety of sources, all of which, however, are approximate and some very uncertain, places the total number of partially disabled persons in Sweden at 480,000 divided among the main types of disabilities as follows:

(1) Blind and with defects of vision.....		6,000
(2) Deaf and deaf-mute:		
(a) Deaf and hard of hearing.....	10,000	
(b) Deaf and dumb.....	6,000	16,000
(3) Crippled (including persons disabled in defence work).....		70,000
(4) Tuberculous.....		96,000
(5) Chronically diseased:		
(a) Diabetic.....	12,000	
(b) Rheumatic.....	42,000	
(c) Persons with heart or gastric diseases or asthma.....	20,000	74,000
(6) Others:		
(a) Nervous.....	30,000	
(b) "Punished" (<i>i.e.</i> , persons who have served a jail sentence).....	40,000	
(c) Mentally diseased.....	30,000	
(d) Mentally defective.....	30,000	
(e) Epileptic.....	12,000	
(f) Injured by generator gas ¹	1,000	
(g) Alcoholic.....	25,000	
(h) So-called over-age.....	50,000	
		218,000
		480,000

The total of 480,000 may be too high, because, for one thing, a number of persons with two or more injuries may have been counted more than once. It should be noted, however, that the number of invalidity pensions under the general National Pensions Act granted on account of injury or sickness is at present about 150,000.

As regards the occupational qualifications of the disabled, information is probably only available for those groups for which there are special vocational schools (the blind, deaf and dumb, and cripples), and even in these groups only for those who have completed a course of training. These data have not been made public.

A complete inventory is being made of those disabled on defence service (who are estimated to number about 5,000). In addition it is intended, in carrying out the proposed general population census of 31 December 1945, to put a number of questions dealing in detail with the condition and qualifications of the partially disabled.

Union of South Africa

Apart from a register of "European" Blind Civilians, maintained by the Department of Social Welfare, statistics regarding other categories of disabled persons (including ex-volunteers) are not

¹ During the war a large proportion of Swedish motor vehicles have been driven by producer gas generated by wood fuel, owing to the lack of petrol.

available. Estimates for particular groups could probably be provided by the various specialised organisations concerned.

In so far as persons disabled through injuries arising out of and in the course of employment are concerned, data will be obtained from an analysis of the statistics gathered in connection with the administration of the Workmen's Compensation Act. As the Act has only been in full operation since 1 January 1943, no statistics are yet available.

United States

There are no reliable data available to show the current number of disablements from all causes or the number of persons needing rehabilitation.

The most extensive and complete data on the extent of disablement in the United States are those gathered in a Public Health Survey in 1935-36. According to this survey, there were some 23,000,000 persons (not including those in institutions) who had some chronic disease or physical defect. Of these, about 16,000,000 were of working age (16-64 years); and approximately half of this group was male and half female. These estimates (and they are admittedly nothing more) included physical impairments from all causes—disease, accident and congenital defects. The disabled males of working age were separated by the Public Health Service into three groups according to their employability. The results, as corrected to 1942, and with supplemental estimates for women, were as follows:

SIZE OF TOTAL PROBLEM OF DISABILITY¹

Combined Estimate of Males and Females², 15-64, by Type of Pre-employment Service Needed

Type of impairment	Need selective placement		Need rehabilitation before employment		Need extensive rehabilitation and sheltered employment	
	Male	Female	Male	Female	Male	Female
Hearing.....	275,200	64,104	164,800	38,354	26,400	6,192
Blind in one or both eyes.....	117,900	13,028	76,100	8,427	39,600	4,395
Orthopaedic.....	768,400	66,228	414,300	35,661	192,400	16,586
Hernia.....	888,600	41,449	70,600	3,311	40,100	1,865
Hemorrhoids.....	457,000	113,574	13,200	3,284	19,200	4,742
Chronic disease ³	4,191,700	1,537,980	272,500	100,554	29,500	9,891
Total.....	6,698,800	1,836,363	1,011,500	189,591	347,200	43,671
Grand total.....	8,535,163		1,201,091		390,871	

¹ Based on estimates of U.S. Public Health Survey—corrected to 1942. By the end of 1944, most of those classified as needing rehabilitation or selective placement had found employment.

² Estimates for females are based on Bureau of Labor Statistics records showing that one fourth of the female population was in the labour force in 1942.

³ Includes rheumatic and heart diseases, arteriosclerosis, high blood pressure, cancer, tuberculosis, and a score of others.

Estimates have also been made of the prevalence of particular physical defects affecting employability. Thus, there are said to be about 230,000 blind persons (of whom 133,000 are totally blind); about 65,999 totally deaf persons, 60,000 deaf and mute persons, and 1,547,000 hard of hearing persons; some 3,700,000 with cardiac conditions; about 680,000 with tuberculosis; and some 2,500,000 with orthopaedic handicaps. The extent of mental disability is unknown.

The Bureau of Labor Statistics reports that the annual increment of disabled persons in need of special employment assistance because of industrial injury alone is about 30,000, of whom 19,000 require selective placement and 11,000 require both selective placement and rehabilitation before job placement is possible.¹

Miscellaneous data on the employment and training of disabled workers are also available. The Office of Vocational Rehabilitation has made a study of findings on health, accident rates and employment from the records of a wide variety of Government and State agencies, private professional associations, insurance companies and agencies serving particular groups of the disabled. The Bureau of Labor Statistics made and published a study on the use of handicapped workers in war industry, and a preliminary survey on the job performance of impaired workers in industry.² The Civil Service Commission has surveyed the job performance of able-bodied and disabled workers employed in Government establishments.³

Finally, a number of agencies are making plans to collect additional data in the post-war period. The Office of Vocational Rehabilitation is making a study of the extent and character of the rehabilitation problem of the severely disabled persons whose impairments prevent them permanently or for a substantial period from entering the usual occupations. The United States Employment Service is reconsidering its reporting procedures, cut to a minimum for war reasons, with a view to providing additional information on the number and types of handicapped workers placed and the jobs in which they were placed. The Bureau of Labor Statistics plans to undertake a study aimed at developing factual measurements of the performance of disabled workers on the job. It intends

¹ The vast bulk of industrial injuries result, according to the Acting Commissioner of Labor Statistics, in partial, rather than total, disablement, and in more than two thirds of all the permanent impairment cases the disability is not sufficiently severe to require a change of jobs. In only about one third of the cases is the injury so severe as to require selective placement or rehabilitation or both.

² *Monthly Labor Review*, Sept. 1943 and Oct. 1944. (See Chapter X.)

³ *Journal of the American Medical Association*, 7 and 14 Apr. 1945. (See Chapter X.)

to obtain basic data by means of schedules sent to a number of plants in various industries and parts of the country and then to follow this up with detailed field studies in selected plants of the job performance of impaired workers compared with that of control groups of unimpaired workers in the same or comparable jobs.¹

U.S.S.R.

Statistical data concerning the extent of disablement and the nature of the disabilities with reference to vocational rehabilitation or placement in employment are collected in collaboration with the social assistance offices. This material is not available to the Office at present however.

* * *

The preceding examples show, above all, a serious lack of reliable information concerning the scope and character of the problem of re-establishing disabled persons in employment or independent work. No country for which data are available has more than fragmentary statistics concerning the extent of the problem. Great Britain and Sweden have enough to show that it is a formidable problem. The United States has found that disablement is far more extensive than had been generally recognised; for example, a House Subcommittee investigating aid to the physically handicapped in 1944 came to the conclusion that the physically impaired constituted "an enormous segment of our population".

Still less factual information is available in regard to the character of the problem. No country has enough data to permit any accurate identification of the disabled population according to age, sex, date of disablement, occupational experience and present qualifications or any other factors related to general or specific employability.

Arrangements are, however, being made in a good many countries to collect more material needed to show the proportions of the problem and its relation to the total employable population and to establish a sound foundation for programmes for the training and employment of the disabled. The plans being made in this field indicate that, in addition, efforts are being made to seek ways of securing more detailed knowledge of the special features and character of the employment problem of disabled men and women. There appears to be a growing emphasis not only on the principle

¹ It would try to establish any difference there had been in the two groups, first, with reference to physical output on the job itself, and second, with reference to surrounding conditions affecting the cost of labour, such as absenteeism, illness, injury, labour turnover.

that the disabled are not a separate group in the population, but also on the more positive principle that their employment needs are as variegated and complex as those of any other job seekers and must therefore be analysed at least as carefully and as thoroughly.

Nevertheless, the present lack of factual information has had a direct effect on the development of national programmes for the training and employment of disabled persons. In the absence of such data, it is difficult to determine how many and what kind of facilities are needed, on what basis they should be established and how they should be related to existing employment and training facilities. Moreover, some countries which consider they are fortunate enough not to have any problem of re-establishing disabled persons might find that in fact the problem exists but is hidden because of the lack of information concerning the disabled population.

It is clear, however, that the assembling of information of this kind is subsidiary, in the main, to general plans for the training and employment of disabled persons. The existence of more co-ordinated and developing plans is a tremendous impetus to the development of the necessary factual data. At the same time, the more general plans must be constantly modified in the light of the statistics concerning the size and nature of the disabled population. Thus, it is logical that, in connection with the current improvement or reappraisal of programmes to aid disabled persons, there is a marked tendency to appreciate the full importance of developing factual information in a field where fact is still conspicuously absent.

CHAPTER II

GENERAL ADMINISTRATIVE ORGANISATION

The administration of training and employment programmes for the disabled varies considerably from one country to another. The special machinery set up for this purpose is described here briefly, in order to clarify references to it in subsequent chapters.

The fact that there is no clear line of demarcation between disabled and non-disabled persons has given rise to administrative complications as well. On the one hand, any specialised administrative machinery which may be set up to meet the training and employment needs of disabled persons would tend to overlap with the regular machinery established for meeting the same needs of all other persons. On the other hand, where no specialised machinery is created, the admittedly special requirements of many disabled persons may tend to be overlooked. In many countries, moreover, responsibility for the administration of training and employment schemes, whether for the disabled or for all workers, is divided among a number of Government departments or agencies; and in addition, specialised veterans' departments have been set up in a good many countries to protect the interests of returned servicemen and women, and usually their functions include certain training and employment activities.

The chief problem appears to be to find administrative arrangements which will allow the disabled full access to the regular Government services from which they can benefit, and which at the same time will provide them with any more specialised assistance needed to facilitate complete re-establishment in employment or other work. Since there is constant movement between the disabled and the able-bodied population, these arrangements must be particularly well co-ordinated.

It is widely recognised that each part of employment organisation policy should be formulated and applied in close collaboration with the representatives of employers' and workers' organisations. The achievement of such co-operation in matters affecting the training and employment of disabled persons is of the greatest importance. In final analysis, it lies primarily with employers and trade unions to broaden the employment opportunities and to safeguard and improve the conditions of work of handicapped workers. Any

Government programme to assist the disabled would meet with great difficulties unless it was understood and supported whole-heartedly by the representatives of employers and workers; and no Government programme alone would suffice to provide the many and varied employment opportunities needed for disabled persons, since these have to be found primarily within private undertakings. The administrative problem, however, is now not so much one of principle as of practice. The methods appropriate for securing employer-worker collaboration in this field must be worked out, together with the character of the functions and the precise tasks which their representatives can perform most effectively.

NATIONAL ORGANISATION

Australia

Responsibility for the training and employment of disabled persons has rested with the States up to the present time. The interest of the Commonwealth Government in these questions developed rapidly during the War of 1939-1945, however, because of the recognition that the Commonwealth had a clear responsibility to assist those who served it during the war to resettle in civil life. Thus, the Commonwealth Parliament now has under consideration a Re-establishment and Employment Bill, introduced in March 1945 by the Minister for Post-War Reconstruction.

This Bill proposes a scheme for the training and employment of disabled ex-servicemen and other persons disabled in the service of the Commonwealth Government. The scheme would be administered under the supervision of the Department of Post-War Reconstruction and in co-operation with the decentralised Commonwealth-State Employment Service (the establishment of which is likewise contemplated in the Bill). In introducing the Bill, the Minister stated:

A particularly pressing moral obligation applies with regard to the disabled men, of whom there will no doubt be a considerable number to be placed in employment. Irrespective of other provisions on behalf of disabled servicemen, such as pensions, it is desirable that employment should be found for them which is not only within their impaired abilities, but which will give them the satisfaction of earning their living as fully productive members of the community. The full re-establishment of these men will depend upon the rebuilding and maintenance of their self-respect and self-confidence. The provision of employment at rates of pay or under conditions savouring of charity will fail to achieve this purpose.

It is agreed that the interests of the disabled will be best served by the exchange of ideas between all interested parties and by the progressive enlightenment of both employer and employee as to the needs and capabilities of disabled

workers. The Bill therefore provides for the establishment of committees of advice to advise the Minister on matters relating to disabled persons.

I may add that an interdepartmental report is to be submitted to the Cabinet on the organisation of a common rehabilitation scheme for service personnel and civilians alike, who are disabled.

The Regulations made under the Australian Soldiers' Repatriation Act, 1920-1943, authorise the Repatriation Commission, pending the establishment of a complete scheme of vocational training, to

make such arrangements as it considers necessary for the training of any member [of the Forces] to enable him to engage in an occupation which, in the opinion of the Commission, is suitable, having regard to any educational qualifications, skill or aptitude of the member which appears to fit him for that occupation, or having regard to any handicap from which he is suffering by reason of an incapacity due to war service or by reason of his having enlisted at an early age.

Finally, the National Service organisation, built up within the Commonwealth Department of Labour and National Service, in co-operation with the States, to administer the war manpower regulations, has created special Rehabilitation Sections in the main National Service Offices; special employment offices have been set up at Service Discharge Depots; and Central Rehabilitation Offices have been established in each capital city. This network is the channel through which discharged service personnel, disabled and able-bodied, are brought into touch with employment opportunities and jobs. The machinery works closely with the Repatriation Commission and the Department of Post-War Reconstruction. Ancillary to this organisation, special sections of the National Service Offices have been set up to deal with the re-employment of the disabled. It is proposed, under the Re-establishment and Employment Bill, to carry over this specialised work and to make it an integral part of the new Commonwealth-State Employment Service. The Minister for Post-War Reconstruction has stated that special facilities for dealing with the disabled were a necessary concomitant of an Employment Service.

Belgium

The principal work being undertaken at the present time on behalf of disabled persons is that done by the National Institute for War-Disabled Persons. The Institute is a public undertaking set up by a law of 2 October 1919. It was responsible, among other things, for the vocational retraining of persons disabled during the 1914-1918 War, and its responsibilities have been extended to

include the retraining of persons disabled during the 1939-1945 War. The Institute, the work of which is described later in the Report¹, utilises existing training institutions of all kinds and thus carries on its activities in close collaboration with the Directorate of Technical Education of the Ministry of Economic Affairs.

The Ministry of Labour and Social Welfare includes a service for the care of disabled persons, but this service has not yet undertaken work affecting the training and employment of such persons.

Brazil

The vocational rehabilitation and retraining of disabled persons has been developed in connection with the retirement and workmen's compensation scheme, which is administered by the Department of Social Welfare of the Ministry of Labour, Industry and Commerce. By an Order of the National Labour Council dated 18 November 1943, the Retirement and Survivors' Pensions Funds were authorised to organise rehabilitation and retraining services for members in receipt of a disability pension. These services were made responsible, among other things, for the retraining and re-establishment of disabled workers receiving benefit from the Funds, for studying methods of determining their degree of incapacity for work in the various occupations, for studying and applying methods of selecting disabled persons for the various trades and occupations suited to their abilities, for guiding them into these trades and occupations, and for making other studies related to the re-employment and retraining of disabled persons. The direction of the rehabilitation and retraining services was entrusted to the Department of Social Welfare, acting through its Medical Consultant.

A Legislative Decree of 13 March 1945 (No. 7380) carries the provisions of this Order still further. The Decree provides, among other things, that the social welfare institutions should establish services for the rehabilitation and retraining of persons receiving disability pensions. These services are to be set up under the supervision of the Medical Consultant of the Department of Social Welfare and to be created, if possible, by joint action of the institutions concerned. To cover the expenses entailed in developing these services (and others specified in the Decree), the Actuarial Service of the Ministry of Labour, Industry and Commerce was authorised to raise, by not more than 0.5 per cent. of the wages of the insured persons, the contribution payable to the insurance fund.

The revised accident compensation legislation (Legislative Decree No. 7036 of 10 November 1944) includes a special chapter on

¹ See Chapter VI.

the vocational rehabilitation and retraining of disabled workers. The object of the rehabilitation, to which every injured worker is entitled, is to restore, as far as possible, his capacity for work either in his former occupation or another compatible with his changed physical condition. The rehabilitation is to be effected through vocational rehabilitation services operating as prescribed by regulations and including not only physio-therapy and orthopaedic surgery but also suitable training in special vocational schools.

A Decree of 25 January 1945 (No. 7270) concerns the rehabilitation and retraining of disabled service personnel. It provides for the establishment of a Commission on the Rehabilitation of Disabled Members of the Armed Forces, responsible directly to the President, and made up of representatives, appointed by him, of the Ministries for Air, Education and Health, War, Navy, and Labour and of the Civil Service. The Commission is charged with studying all the problems connected with the rehabilitation of disabled service personnel and ensuring the co-operation of State and federal agencies in their solution; supervising the rehabilitation of the persons concerned through the existing rehabilitation and selection services; and analysing the problems of vocational retraining. Sub-committees of the Commission are to work in the different States. Existing rehabilitation and retraining services, and those of a technical character as well, may be called upon to develop their work as necessary to facilitate the application of the provisions of the Decree.

Canada

Though Canada had pioneered in many ways in the field of vocational rehabilitation, especially in facilities for disabled ex-servicemen of the 1914-1918 War, there had never been a comprehensive national programme of civilian rehabilitation. At present, however, efforts are being made in this direction, and, in addition, special machinery has been set up to deal with disabled veterans of the recent war. The administration of the programmes for assisting disabled persons into useful employment or independent work is entrusted to two principal Departments at the federal level—the Department of Labour and the Department of Veterans' Affairs.

In the Department of Labour, the Employment Service of the Unemployment Insurance Commission has set up special placement branches, divisions or sections, in the local, regional and headquarters administrative offices. The specialised service provided to handicapped workers through these units is thus an integral part of the Employment Service of the Department of Labour. All

handicapped workers, whether war veterans or civilians, may avail themselves of these facilities.

In addition, however, the Department of Veterans' Affairs has set up a Casualty Section, responsible for watching over the interests of disabled veterans. The Casualty Section is not yet fully operative, but it represents the nucleus of a vocational rehabilitation agency for disabled veterans, following their cases from hospital to employment. Its functions are morale building, guidance and, in some cases, assistance towards employment, and it helps the men to make use of other existing agencies and Government benefits. Through its Rehabilitation Officers, it endeavours, with the approval of the Employment Service, to effect individual placements by direct contact with employers. However, its work in the employment service field is confined to these individual cases, and the general practice is to refer disabled veterans to the Special Placements Branch of the Employment Service of the Unemployment Insurance Commission.

Apart from specialised assistance given by the Special Placements units of the Employment Service, and for veterans by the Casualty Section of the Department of Veterans' Affairs, there is no comprehensive Dominion-wide rehabilitation programme. Several of the provinces, however, have taken action or are planning to develop rehabilitation services in connection with workmen's compensation.¹ Ontario's Workmen's Compensation Board has done some remarkable work in this field.² The Board has set up a separate Rehabilitation Department, which takes charge of each injured worker in need of vocational rehabilitation and follows the case through until the worker is completely re-established in employment. The Department has a staff of 8 officials, responsible for undertaking all the rehabilitation work, including industry contacts and placement assistance. In some of the other provinces, care of the disabled falls within the jurisdiction of the provincial department of public health and welfare.

In addition, rehabilitation work which sometimes includes employment or training assistance is done by numerous national and local organisations of a private or semi-private character.

¹ British Columbia has set up rehabilitation services, and Quebec has made plans to do so.

² A special section of the Compensation Act, added as early as 1924, authorised the Board to expend funds for vocational rehabilitation. The success of the initial efforts was sufficient to encourage continuous expansion and improvement, and finally a separate Rehabilitation Department was set up in 1938.

Chile

The rehabilitation work being done at present derives largely from the health security work, and has developed under the Compulsory Insurance Fund. This Fund is managed by a tripartite governing body presided over by the Minister of Health and consisting of three representatives of employers and three of insured persons, two representatives of the Medical Corps, and the Director of the Department of Social Welfare.

Denmark

Training and employment activities for disabled persons have been dispersed among a number of public and private agencies and institutions. In 1941, however, the Ministry of Labour and Social Affairs began to play a direct part in this field.

By the Social Insurance Act of 7 May 1937, as amended by a Government Notification of 25 July 1940, the Invalidity Insurance Court was given specific responsibilities to provide training for any insured person, pensioner, or young person up to 18 years of age, who has not been able to obtain admission to insurance for health reasons, and to take steps to procure employment for disabled persons.

There is, in addition, a Director for the Care of Disabled Persons, who supervises the private agencies which perform special functions on behalf of the disabled. A number of these agencies receive State subsidy for developing and maintaining training or employment for the particular groups of the disabled which fall within their sphere of competence.

In 1941, the Ministry of Labour and Social Affairs began to take up work aimed at the re-employment of the disabled. It considered, as a result of investigations, that the work being done by the Court and by the various public and private agencies was not sufficiently comprehensive. A study of long-term unemployment disclosed large numbers of disabled persons who were potentially employable but whose rehabilitation had not been carried far enough. Thus, the Employment Centre of the Ministry was instructed to enquire into the methods by which this group of the disabled could be provided with suitable employment. The Centre consequently took a number of special measures on behalf of disabled persons who could be assisted into productive employment through suitable training or work. The measures have been experimental, and their object has been not only to help long-unemployed disabled persons but also to collect the material needed

for preparing a more general solution of the problem. A final report on the experiments is to be published shortly.¹

Finland

Vocational rehabilitation (*arbetsvard*) is provided for war-disabled persons by the provisional Vocational Rehabilitation Department, set up under the Ministry of Defence, in accordance with the provisions of Acts Nos. 649 and 650 of 7 August 1942. The Department consists of the Vocational Rehabilitation Office and the Vocational Rehabilitation Council. The Vocational Rehabilitation Office includes a training section, an employment section and a general secretariat.

The Vocational Rehabilitation Council is made up, in addition to the Director of the Department, of not less than 10 members appointed by the Council of State for a term of three years, one of whom must be a doctor, one an experienced judge, and two of whom must represent, respectively, the Ministry of Social Affairs, employers, disabled ex-servicemen, and institutions for the care of disabled servicemen. No trade union representation is provided for by the Act. The Council is charged with deciding appeals against decisions of the Office, determining the general programme of vocational rehabilitation work, dealing with applications or reports to the Council of State, and deciding matters of basic principle arising out of the rehabilitation work.

The Vocational Rehabilitation Department may make agreements whereby organisations and associations concerned with rehabilitation work may act as local agencies for the Department and serve as part of the organisational network for general rehabilitation activities.

An Order of 7 August 1942 (No. 652) prescribes more detailed provisions concerning the administration of the vocational rehabilitation programme.

Great Britain

While the 1914-1918 War brought some advance in dealing with the training and employment problems of disabled persons, much of this gain was dissipated in the period between the two wars. Interest in the vocational rehabilitation of the disabled was growing, however, particularly in the years immediately preceding the War of 1939-1945. In 1939, for example, the final report of the Inter-departmental Committee on the rehabilitation of persons injured by accidents was published. After the outbreak of war, the man-

¹ An interim report was published in *Socialt Tidsskrift*, 1944, Nos. 7-8.

power shortage provided the opportunity for re-examination of the facilities available to enable the disabled to prepare for and undertake work suited to their abilities and limitations. In 1941, an Interim Scheme for the training and employment of disabled persons was set in motion under the Ministry of Labour and National Service. At the end of the same year, an Interdepartmental Committee on the Rehabilitation and Resettlement of Disabled Persons was appointed with broad terms of reference, including the making of recommendations "for introduction as soon as possible after the war of a comprehensive scheme for: (i) the rehabilitation and training of, and (ii) securing satisfactory employment for, disabled persons of all categories". The Committee issued its report in 1943. In 1944, the Disabled Persons (Employment) Act was passed, incorporating most of the recommendations made in this report. This Act has been brought into operation gradually, as war circumstances made this practicable.

Under the Disabled Persons (Employment) Act, 1944, the Minister of Labour and National Service is authorised to provide, or arranges for the provision of, vocational training and industrial rehabilitation courses, to maintain a register of disabled persons, to make orders regarding the quota of disabled persons to be employed by employers with a substantial number of employees, to reserve vacancies in certain employments for registered persons only, and to provide non-competitive employment for seriously disabled persons.

The Act is administered through the regular machinery of the Ministry of Labour, with the assistance of special officers appointed, as required, to the staff of the Ministry for that purpose, and of the advisory committees mentioned below. In each local employment exchange, there are special officers for the disabled, called Disabl-ement Rehabilitation Officers.

One of the basic principles underlying the administrative structure of the scheme is collaboration with representatives of employers and workers, not only in the formulation of policy, but in its administration as well. Thus, the Act itself makes formal provision for the establishment of a national advisory council "which shall be charged with the duty of advising and assisting the Minister in matters relating to the employment, or undertaking of work on their own account, of disabled persons generally". The Act also stipulates that, in each district, as determined by the Minister of Labour, a district advisory committee is to be set up to advise and assist the Minister in "matters relating to the employ-ment, undertaking of work on their own account, or training of disabled persons in that district, and in particular of making

recommendations and reports to the Minister on matters referred to the committee under this Act". A schedule attached to the Act provides, first, that the national advisory council and the district advisory committees shall consist of a chairman appointed by the Minister and a number of other persons, including an equal number appointed after consultation with organisations of employers and workers, respectively, or both employers and workers. Secondly, it provides that each district committee shall establish one or more panels (made up or not of members of the committee) to deal with particular matters.

The National Advisory Council has been appointed, and arrangements are now in progress to set up the advisory committees in some 280 districts of England, Wales and Scotland. It is expected that the committees will be composed along the same lines as the National Council — that is, some 20 members, including 5 workers' and 5 employers' representatives and 10 individuals well qualified to advise on the problems of re-establishing the disabled.¹ In addition to their advisory functions, the committees will have a number of quasi-executive functions, namely, to make reports and recommendations on applications for registration, applications from employers for quota reduction and for permits to engage persons other than registered disabled persons, and report on the alleged discharge of a disabled person with reasonable cause, when after the discharge the employer would not be meeting his prescribed quota.

Great importance is attached to the machinery now being established to administer the Disabled Persons (Employment) Act. It is appreciated that the whole success of the scheme will depend on the effectiveness of its administration. The greatest emphasis has been placed on the desirability of flexibility in administration. In steering the Act through Parliament, the Minister of Labour continuously appealed to the members "to allow my Department in dealing with this most human problem, the problem of the disabled, to retain a flexibility of administration".² The Act as finally adopted leaves considerable administrative discretion to the Ministry of Labour, and avoids the danger, of which the Ministry itself is fully conscious, of over-rigidity in application.

¹ The members of the local committees serve on a voluntary basis, with out-of-pocket expenses paid on the same basis as to members of local employment committees. The committees determine their own procedure and the frequency of their meetings. The secretarial work is done by officers of the Ministry of Labour.

² House of Commons, 18 Jan. 1944.

Luxembourg

The legislative basis for the vocational training and employment of disabled persons was laid by the Grand-Ducal Order of 26 February 1945. The Order provides for the establishment, under the Minister of Labour and Social Welfare, of an office for the employment and training of persons disabled as a result of employment or war-caused injuries. The Preamble to the Order states that it was made in view of the duty of employers to employ persons who have become disabled by industrial accidents in conditions in which these persons could meet their own needs and those of their families and because national solidarity demanded that everything possible should be done to assist persons disabled by reason of the war and to procure suitable work for them.

The office includes the Chief Engineer in charge of factory and mine inspection, the Commissioner of the National Labour Office, a doctor of the Workmen's Compensation Institution, an employers' member and a workers' member (the last three being appointed by the Minister of Labour and Social Welfare). The Chief Engineer acts as chairman, and an officer of the Ministry of Labour does the secretarial work.

This office replaces the former office for the rehabilitation of workers injured in the course of their employment, which had been set up by the Grand-Ducal Order of 27 December 1929, but the provisions of this Order remain in force for workers with employment injuries resulting in a loss of less than 50 per cent. of their working capacity; and war-disabled persons with a reduction of less than 50 per cent. of their capacity are assimilated, for administrative purposes, to those injured by industrial accident to the same extent.

New Zealand

The vocational rehabilitation programme for disabled ex-servicemen is under the general supervision of the Rehabilitation Board and the Rehabilitation Department. The Disabled Servicemen's Re-establishment League is the agent of the Board in performing the bulk of the work undertaken to assist disabled men to obtain training and employment.

The League is an incorporated society which came into existence to meet problems which arose at the end of the last war. Its constitution also empowers it to undertake the employment and training of disabled civilians, but this part of its work has been overshadowed by the responsibilities which it has undertaken for the Rehabilitation Board. The League works in close co-operation with the

rehabilitation officers of the Rehabilitation Department, with the manpower authorities of the National Service Department primarily responsible for placement work, with the War Pensions Branch of the Social Security Department, with the Health Department, and with the Vocational Guidance Bureau of the Education Department.

The League is assisted by an annual Government grant. Its main activities consist of providing trade and occupational training and, where necessary, employment for seriously disabled ex-servicemen. Much of its work is done through field officers, stationed in the main localities and through special vocational training and employment centres.

There is no comprehensive rehabilitation programme for civilian disabled persons. Their needs for employment and training are met, for the most part, through the normal facilities for placement and trade training operating for all workers, and through the League and other organisations specialising in the rehabilitation of particular groups of disabled persons.

Efforts have been made to enlist the co-operation of employers' and workers' organisations, particularly in helping to solve the problems of disabled ex-servicemen. The rehabilitation committees set up throughout the country are the principal bodies used for this purpose.

Sweden

The authorities which are primarily responsible for the training and employment of disabled persons are the State Employment Market Commission and the State Pension Board. The Employment Market Commission has the provincial labour boards as its regional machinery and the public employment offices as its local agencies. The Pension Board, which is the central authority for administering the compulsory national pension scheme, has local pension boards as its local agencies; there is no intermediate authority between these local boards and the State Board.

The State Employment Market Commission is responsible for the guidance and placement of disabled persons in search of employment, and the Pension Board is responsible for a certain measure of vocational training for the disabled.

Interest in the employment and training of disabled persons has been growing steadily in recent years. A Committee on Disabled Persons has been set up to study and make recommendations concerning the re-establishment of partially disabled persons. Moreover, as a preliminary defence measure, a special committee of experts was created to enquire into the vocational rehabilitation

(*arbetsvard*) of war-disabled persons. Its report was submitted in May 1944. It proposed, among other things, vocational rehabilitation in the form of the provision of employment, vocational training, general and further education and training, and assistance in setting up in independent work.

In presenting this report, the Committee on Disabled Persons drew attention to the relationship of its proposals to the needs of all disabled persons, stating:

The moral obligation towards war-disabled persons which must be deemed to be incumbent on the community, and the sympathy with which such persons are regarded, may result in the adoption of special measures for them. In the Committee's opinion, however, there is no reason from the point of view of vocational rehabilitation, for making any real difference between war-disabled persons and other disabled persons. It follows that the proposals which the Committee will make on the organisation of vocational rehabilitation for disabled persons in general should also cover war-caused disabilities, and that if the public authorities find it necessary for defence reasons to set up special agencies for vocational rehabilitation for war-disabled persons pending the making of such proposals, the agencies in question must be made provisional in character.

During the period of intensified mobilisation which Sweden, too, had to adopt during the war, for military and civilian defence (anti-aircraft, etc.), a considerable number of persons have sustained sickness or injury leading to disablement. The Committee on Disabled Persons, which places these disabilities on the same footing as war-caused disabilities, proposed to the Government on 10 February 1945 that provisional measures should be adopted concerning the training and employment of the persons in question. The necessary funds for this purpose have now been allocated and preliminary measures for organising the work have been taken.

Union of South Africa

Responsibility for the training and employment of disabled persons is divided among the Departments of Social Welfare, Labour (including the Workmen's Compensation Office), Union Education, and the Directorate of Demobilisation.

The Department of Social Welfare, in conjunction with the Department of Labour, is directly concerned with the vocational re-establishment of certain civilian disabled persons and only indirectly with that of ex-volunteers, through representation on the Demobilisation Directorate and its subcommittees. It administers schemes for the aged and infirm, the Physical Training Battalion for youths suffering from physical defects, and the grants to various associations catering for particular groups of the disabled or social welfare agencies which give attention, *inter alia*, to the needs of disabled persons.

The Department of Labour has several functions directly related to the employment and training of disabled persons. It is responsible for the employment service and for the administration of the workmen's compensation scheme (which provides for rehabilitation services).

The Union Department of Education deals with juveniles and an interdepartmental committee under its aegis has recently completed a comprehensive report covering the questions related to the employment and training of disabled juveniles. Moreover, the Education Department now administers the vocational and technical training schemes for young and adult workers.

So far as volunteers are concerned, rehabilitation measures were begun in 1942. The National Readjustment Board for Disabled Soldiers was appointed in March of that year to devise machinery for the reintegration of disabled volunteers in civil life. The Board was at first a separate unit in the Department of Defence, but when the Directorate of Demobilisation was set up in 1944, it became part of that Directorate, designated as the Readjustment Services Section. The readjustment measures taken to assist disabled persons include, in addition to medical care and pensions, occupational therapy, vocational training, placement in employment (through the employment service), and sheltered employment, and other services related to vocational re-establishment in all forms of economic activity.

The special machinery for disabled ex-volunteers was made necessary because there was no comprehensive public vocational rehabilitation service for disabled civilians. There is still no such service, but the view is strongly held that the work now being done for disabled ex-volunteers should be extended to cover all disabled persons in need of employment.

United States

In the United States, the vocational rehabilitation programme grew up after the War of 1914-1918. An Act was passed in 1920 "to provide for the promotion of vocational rehabilitation of persons disabled in industry and otherwise and their return to civil employment". This programme was supplemented by special services for disabled war veterans. During the inter-war years, the general rehabilitation programme, organised on a federal-State basis, was developed and improved. In the years immediately preceding the recent war, the Employment Service began to build up a special programme for selective placement of the handicapped.

All these programmes were greatly developed during the recent war. In 1943, the Vocational Rehabilitation Amend-

ments Act was passed to enlarge and improve the civilian rehabilitation programme; in the same year, the vocational rehabilitation programme for war veterans was put in operation; and the Employment Service has been steadily expanding its specialised placement service for handicapped workers, civilians and veterans alike.

At present, therefore, responsibility for the vocational rehabilitation, training and employment of disabled persons is shared among several federal agencies, of which the principal ones are the Office of Vocational Rehabilitation of the Federal Security Agency, the Vocational Rehabilitation Service of the Veterans' Administration, and the U.S. Employment Service of the War Manpower Commission.¹ The first agency deals with persons disabled in industry or otherwise, the second with disabled war veterans, and the third confines itself to specialised employment service work for handicapped workers.

Office of Vocational Rehabilitation.

The principal agency for the rehabilitation of the disabled is the Office of Vocational Rehabilitation of the Federal Security Agency, which administers a federal-State programme for vocational rehabilitation. The Office has two functional divisions: (1) the Administrative Standards Division (which has a Management Standards Section and a Fiscal Standards and Control Section); and (2) the Rehabilitation Standards Division (which is made up of four sections—Physical Rehabilitation, Occupational Rehabilitation, Blind Rehabilitation, and Research and Statistics). The Office's chief functions are to establish standards of service, to give technical help to the States, and to approve State rehabilitation plans (thus entitling them to federal funds).

The relations between the Office of Vocational Rehabilitation and other federal agencies concerned with the care of the disabled are governed by co-operative agreements, in the form of statements of accepted principles. The agreements cover the interchange of information and experience, maximum use of all facilities, and mutual reference of cases. Each one provides for protecting the confidential nature of the information and for working out such other co-operative plans as local conditions may require.²

The country is divided into 8 regions for purposes of administration, each one containing a regional office, the main function of

¹ The Employment Service is now on a federal basis under the Manpower Commission, but it is to be returned to State administration with federal subsidy soon after the end of hostilities, according to present arrangements.

² A summary of the agreements which have been concluded is given in Appendix VI.

which is to promote closer liaison between the federal and State administrative units and to provide specialised service within the region as necessary.

At the State level, the programme is administered by State boards of vocational education, each of which has a division of vocational rehabilitation with a full-time director and a professional staff. (Responsibility for the blind, however, lies with the State commissions or agencies for the blind, where these are legally authorised to provide rehabilitation services.¹ The State divisions of vocational rehabilitation work in association with the State industrial commissions (which include workmen's compensation) and other agencies; and efforts are being made to establish closer relations with all public and private agencies which have a stake in rehabilitation, medical or vocational. Within the States, the general policy is to work through existing organisations and facilities wherever possible, rather than to create new facilities or to equip one agency for all aspects of rehabilitation.

At the federal level, there is a *Rehabilitation Advisory Council* to the Office of Vocational Rehabilitation. The Council is made up of representatives of industry, labour, education, medicine, services to the blind, social assistance and other agencies or groups interested in rehabilitation work. There is also a *Professional Advisory Council* composed of medical specialists in the branches of medicine most closely concerned with the adjustment of the disabled.

At the State level, steps are being taken to establish both types of advisory councils, where they do not now exist. The federal regulations specify the following standards which State plans should meet:

The plan should provide for the establishment of a representative advisory committee. It is, however, recommended that technical committees be formed in the fields of: (a) medicine and surgery, (b) education, general and vocational, (c) vocational guidance, employment and placement of individuals, and that, in addition, a general committee be established which is equally representative of management and labour and which will include, among others, representatives from the workmen's compensation agency, crippled children's agency, State department of welfare, or security commission, civic and service organisations interested in the development of the programme, as well as from professional fields. In cases involving administration by a blind agency the plan may provide for a separate advisory committee.

The programme is financed on a federal-State basis. There is no fixed ceiling on the federal funds which may be apportioned among the States. The federal Government bears all necessary State administrative costs. The costs of rehabilitating non-war-disabled persons are shared by State and federal Governments on

¹ See Appendix II.

a 50-50 basis, while the costs of rehabilitating war-disabled persons other than veterans are borne by the federal Government.

Provisions of a Law of 6 July 1943 (the Barden-LaFollette Act) specifically authorise the use of federal funds for the physical restoration of the disabled and also make it clear that the funds may be used to provide rehabilitation services for the mentally as well as the physically disabled. This was a marked improvement, since lack of clarity in previous legislation had delayed the establishment of these services.

Vocational Rehabilitation Service of the Veterans' Administration.

Special attention is given to the interests of disabled war veterans by the Vocational Rehabilitation Service of the Veterans' Administration. The Service is composed of the Office of the Director, a Vocational Advisement Division, a Training into Employment Division and a Research Division. Its field officers work in association with, and use the facilities of, existing federal, State and local agencies.

The Vocational Rehabilitation Service works through the regional offices and other types of field stations of the Veterans' Administration. It uses the facilities of existing institutions of all kinds, and does not, as a rule, establish separate facilities, though the Administration as a whole may, if necessary, establish the facilities to accomplish its objectives in the field of rehabilitation.

The programme is financed entirely from federal funds.

Selective Placement Programme of the U.S. Employment Service.

The specialised placement work done on behalf of handicapped applicants for employment by the Employment Service (the selective placement programme) is organised so as to draw to the full on the entire Employment Service structure and operation. At the State administrative levels, part- or full-time staff is assigned to develop and apply the State programme for selective placement of handicapped workers and in each local office specially trained staff are assigned to this work, to improve and supplement regular local office work in the interests of the handicapped. The set-up is designed to ensure that handicapped workers will receive as much help as possible from the regular procedure and operations of the Employment Service but that in addition they will be able to call upon the Service for more individualised and technical assistance as necessary in finding suitable employment.

Wherever appropriate, the Employment Service staff refer applicants for work to the competent State rehabilitation agency

or, if the person is a disabled veteran, to the field station of the Veterans' Administration.

U.S.S.R.

The vocational rehabilitation and re-establishment of disabled persons developed long before the war as a part of the social security and employment policy of the Soviet Union. The war has given a tremendous impetus to the expansion and improvement of the work done in this field.

Responsibility for the training and employment of the disabled lies with the Social Assistance Commissariats of the Republics. The specific tasks of the Commissariats of the Republics were further defined in an Order of 6 May 1942. This Order invites the regional and district Soviet executives to create in the regional and district social assistance offices special sections to deal with the rehabilitation and resettlement of disabled persons and to create, in certain regions as necessary, and after authorisation of the People's Commissars of the Soviet Union, an inspection service to supervise the employment of the disabled. It also invites the Social Assistance Commissariats of the Republics, through their Councils of People's Commissars, to submit to the Council of People's Commissars of the U.S.S.R. monthly reports showing the work done and progress made in retraining and resettling war-disabled persons.

The Republics have set in motion the machinery needed to carry out these responsibilities. In the R.S.F.S.R., for example, an Order of the Council of People's Commissars of 31 December 1941 outlines the tasks of the Social Assistance Commissariat. Moreover, because of the particular importance attaching to the re-establishment of disabled servicemen and women, this Commissariat was reorganised by an Order of 6 March 1942, and a special division of it made responsible for the training and employment of disabled persons. A further Order of 15 December 1942 provides the basis for the organisation of a special network of training and work hospitals for war-disabled persons.

While the directions of the Commissars of the Union and of its Republics constitute the framework for the rehabilitation programme and the machinery for ensuring that adequate and satisfactory progress is made, a large amount of initiative lies with, and has been taken by, the workers of the factories themselves through their representatives, and by the various representative agencies and institutions of the localities. Thus, works committees and their social insurance councils play an extremely important part in the rehabilitation effort, for example, in providing guidance and retraining, in

adopting conditions of employment to the individual needs of the disabled, and in ensuring their general well-being inside and outside the factory. The chairmen of collective farms also have an important role in resettling disabled persons in agricultural life.

The Order of 6 May 1942 provides for the establishment of permanent regional, district and city commissions for the training and employment of disabled persons. Each commission consists of the assistant chairman of the Corresponding Executive Committee (who acts as chairman of the commission), the secretary of the Corresponding Committee of the Communist Party, the secretary of the Communist Youth Organisation, the president of the Corresponding Trade Union Organisation, and the director of the Social Assistance Office (who acts as secretary of the Commission). These commissions are generally responsible for organising practical assistance for disabled persons and controlling the work done on their behalf.

A Directive of the Secretariat of the Central Council of the Trade Unions, dated 8 July 1944, calls for the elimination of all shortcomings in the training and employment of disabled persons and for increasing vigilance, on the part of works committees and trade union organisations at all levels, to protect and assist disabled persons in resettlement and in obtaining good conditions of work. It assigns specific responsibilities to the trade union organisations in giving to disabled veterans practical help in adapting themselves to industrial and social life.

* * *

The machinery responsible for administering the arrangements made in the various countries to facilitate the training and employment of disabled persons varies considerably with each national pattern of general administration, in the first place, and, within this frame, with each national scheme for the disabled.

In a great many countries, responsibility for activities related to the employment and training of disabled persons seems to be scattered among a good many different agencies. This may be the logical result of the fact that the disabled are not a separate group; their needs for employment and training are as diverse as those of any group of the working population. Nevertheless, the division of administrative responsibilities has marked disadvantages, and constitutes one of the major problems still to be solved in a number of countries.

In some countries where administrative responsibilities are divided, there is one central supervisory body which serves as a

co-ordinating unit. In others, there is no formal provision for inter-agency co-operation. In a few countries, however, the great bulk of the training and employment functions which affect disabled persons are concentrated in one ministry or department. This is the case in Great Britain, for example, where the administration of the Disabled Persons (Employment) Act is entrusted to the regular machinery of the Ministry of Labour, reinforced as necessary for this purpose. This is possible because the British Ministry of Labour has integrated employment and training functions for all workers for many years. The most distinctive current feature of the machinery in a good many countries is the separate administration of the programme for disabled war veterans and that for disabled civilians. This is probably transient, since most of these countries have explicitly stated that their aim is to unify the two programmes or to use similar machinery to extend to civilians services now confined to ex-service personnel. In a good many countries, as in Brazil, the machinery is still in an early stage of development and may very likely be modified in the light of experience.

On the whole, one commonly accepted principle of importance seems to emerge from the present arrangements. There is wide agreement that disabled persons, since they are not a distinct part of the population, can and should be dealt with so far as possible through the regular administrative machinery, and that their special needs can best be met by specialised agencies forming part of this regular machinery. This is the basic principle at the root of the administrative arrangements made or proposed in Canada, Great Britain, Sweden, the United States and the Soviet Union. It has the great advantage of facilitating co-ordination of service to the disabled and of ensuring that the latter are not deprived of any regular service from which they can benefit.

The methods appropriate for securing employer-worker collaboration in this field are not so far advanced as might have been expected. Those which have been adopted vary from formal consultation at the national level alone to highly informal consultations with individual employers or trade union leaders, and, so far as function is concerned, from those which are purely advisory to those which are executive or administrative in character. The methods by which employers and workers are drawn into the programme are of greater interest than the machinery by which this is done, and these are indicated in more detail in later chapters of the Report. It should be noted, however, that much of the activity of employers' and workers' organisations in this field

concerns matters related to conditions of work and is therefore somewhat outside the scope of this particular Report.¹

¹ Chapter X mentions a few aspects of this question, with particular reference to their connection with access to employment.

Finally, it should be noted that in most countries there are few comprehensive or systematic arrangements for ensuring that the activities of the various organisations catering for disabled persons are integrated with the work of the public agencies or even co-ordinated with one another. There appears to be a need for greater collaboration among all the various agencies, public and private, whose activities affect the rehabilitation, training and employment of the disabled.

CHAPTER III

CO-ORDINATION OF MEDICAL AND VOCATIONAL REHABILITATION SERVICES

The re-establishment of the disabled is based on two main processes—physical restoration and vocational rehabilitation. Though this Report deals with the latter, it is impossible completely to separate the two, since both are integral parts of complete re-establishment. In many cases they overlap each other. Vocational rehabilitation often begins before medical care has come to an end. Even where they do not overlap, the two processes are necessarily interrelated. Vocational decisions have to be based on medical knowledge concerning the effect of a person's disablement on his employability. Consequently, there is an imperative need for arrangements which ensure close co-ordination between the medical services charged with physical restoration and the services responsible for the vocational rehabilitation and employment of the disabled.

Nevertheless, it is only within very recent years that steps have been taken in most countries to ensure systematic co-ordination between the medical and the vocational sides of rehabilitation work. These arrangements vary considerably from one country to another in their organisation and stage of development. Their most novel feature is the extension of the public role; in many countries the State is beginning to take an active part in ensuring that continuity of rehabilitation service is provided, not only to special groups of the disabled but to all persons whose health has been impaired.

GENERAL ADMINISTRATIVE CO-ORDINATION

The problem of securing general co-ordination of the steps involved in physical restoration and in occupational re-establishment arises at all levels of administration. It is by no means confined to the local level at which the disabled individual seeks rehabilitation, nor is it merely a question for action at the national or regional level. Arrangements are needed, therefore, which will link medical and vocational services together at every level. Moreover, both physical and vocational restoration are continuous processes.

Consequently, there is a need to ensure continuity of service from the beginning to the end of each individual case. In some countries, no special arrangements for the co-ordination of medical and industrial services have been made at any level of administration or at any stage in the rehabilitation process; in others, machinery has been set up at every level to bring together the agencies whose work is apt to affect the re-establishment of disabled persons; and in still other countries, both the medical and industrial rehabilitation work is carried out under the control of the same agency. The methods for achieving co-ordination vary not so much on grounds of principle as for reasons of administrative convenience.

Belgium

The National Institute for War-Disabled Persons works closely with the Red Cross in all parts of the country in order that vocational retraining, where necessary, may be commenced at the earliest possible moment.

Brazil

The co-ordination of medical and vocational rehabilitation services will be facilitated by the fact that both services are under the Medical Consultant of the Department of Social Welfare. The Medical Consultant, in fact, has been primarily responsible for the initiatives being taken in the field of vocational re-establishment. Moreover, since vocational rehabilitation is being developed within the frame of the existing social welfare institution for disabled service personnel and civilians alike it is likely that administrative links between the medical and vocational sides will be easier to forge.

Canada

While there is no national co-ordination of medical and vocational assistance for the disabled in civilian rehabilitation work, the Department of Veterans' Affairs is in a position to provide the necessary co-ordination in the rehabilitation of war veterans. The Department operates its own hospitals, through which most disabled veterans pass, and the Rehabilitation Officers of the Casualty Section of the Department work from these hospitals.

So far as civilians are concerned, Supervisors of Special Placements of the Employment Service are contacting provincial health services with a view to establishing some form of systematic co-ordination of medical and vocational rehabilitation work. At the local level, Special Placement Sections of the local employment

offices are working out co-operative arrangements with hospitals, and in some cases with individual doctors, to provide medical reports on disabled applicants in search of work.

Denmark

The Social Insurance Act contains in section 63 a provision under which doctors are required to report to the Invalidity Insurance Court cases of persons under 30 years of age in whom they have observed complaints that are considered to have led, or to be likely to lead in the near future, to a reduction of working capacity as defined in section 60, subsection 1, of the Act. A similar obligation to notify the Court is imposed on schools with regard to their pupils.

Under the Public Assistance Act (Notification No. 337 of 29 July 1942) the Social Committee, when dealing with an application to take care of a disabled person, must, where it is considered necessary, see to it that an application is made to an appropriate rehabilitation agency with a view to providing special medical treatment, special education or training, or maintenance in a special institution.

At the local level, a doctor is attached to the staff of the special sections for the disabled which have been opened in a number of towns.

Finland

Close collaboration exists between the authorities responsible for medical services and for vocational rehabilitation in all questions concerning the vocational retraining of disabled persons. The central Office of Vocational Rehabilitation has medical experts on its staff, and is the principal co-ordinating agency in this field. The country is divided into 21 districts for purposes of vocational rehabilitation. Each district office includes a physician and a representative of the Office of Vocational Rehabilitation. At the local level, arrangements to secure co-ordination are still in the initial stage.

Great Britain

Close and continuous co-operation has been developed during the war between the Ministry of Labour and the Ministries of Health and Pensions on all matters connected with the rehabilitation of disabled persons. At the national level, a Standing Rehabilitation and Resettlement Committee, consisting of representatives of the departments chiefly concerned with these matters,

has been established and meets regularly. At the regional level, there is likewise systematic co-operation and informal consultation between the regional officers of the Ministry of Labour, the regional hospital officers of the Ministry of Health and Commissioners of Medical Services of the Ministry of Pensions. At the local level, the Disablement Rehabilitation Officer of the local employment exchange has access to and bases his action on the medical report of the Hospital Medical Officer.

Luxembourg

The head doctor of the Accident Compensation Institution is attached to the office for the employment and training of the disabled, an arrangement which assures close co-ordination of medical and vocational rehabilitation services. In view of the compactness of the country, the service is centralised at the national level, and the problem of co-ordination at the regional and local levels does not arise.

New Zealand

The Rehabilitation Board is responsible for providing such special treatment, institutional and otherwise, as may be necessary to effect the disabled person's physical or mental recovery and for providing specialised training and placement work. The medical treatment and care is provided for the Board by the War Pensions Branch of the Social Security Department, and officials of this Branch work closely with the Rehabilitation Officers.

In its Report, for the year ended 31 March 1944, the Board stated:

Whereas the pensions doctors have always been readily available to conduct examinations of ex-servicemen in respect of treatment, responsibility for which is recognised by the payment of pension, it has become necessary in the view of the Board to provide a general medical advisory service to recuperating ex-servicemen regardless of whether pensions or treatment specified by the War Pensions Board is involved. In certain centres the Department has been able to enlist the honorary assistance of specialists, notably psychiatrists, but the general shortage of doctors, and hence the difficulty of procuring needed advice through the usual civilian channels, has suggested the desirability of a special medical advisory service. The Board accordingly has under action in connection with its proposed intermediate schemes, as well as the general question, negotiations for the appointment of a rehabilitation medical adviser in each of the main rehabilitation centres.

For civilians, there is no uniformity in the existing arrangements for linking medical and vocational re-establishment, though the importance of such arrangements is fully recognised.

Sweden

The employment offices have not hitherto had access to expert medical advice. If current plans for the extension of their activities for the benefit of the disabled are carried out, it is probable that medical officers (if possible also with psychiatric training) will be attached to the provincial labour boards.

The State Pension Board, responsible for much of the vocational retraining of the disabled, has access to expert medical advice for the examination of the medical certificates which accompany the applications for invalidity pensions or medical benefit or vocational training received from the local pension boards. The local pension boards assist the disabled in applying for training and, in so doing, generally see to it that the disabled person undergoes a medical examination by a doctor who must make a statement on his fitness for a proposed occupation (or occupations). As a rule, this examination is made by the medical officers of health, who are responsible for general public health and medical care, and they are not able to devote a great deal of attention to the problems of the partially disabled. In Stockholm, the Poor Relief Board employs a full-time medical officer and assistants to attend particularly to persons in receipt of assistance who can be described as partially disabled. Their work has consisted in thorough medical and social analyses of the reasons for the condition of unemployment and the need for assistance in each case. It has already yielded favourable results and is likely to be extended. It is possible that similar action will be taken in other large towns.

United States

The arrangements made for co-ordination of medical and vocational rehabilitation differ according to whether the individual concerned is a civilian or a war veteran.

For *disabled civilians*, the Federal Office of Vocational Rehabilitation has a Rehabilitation Standards Division which includes a Physical Restoration Section as well as the Advisement, Training and Placement Section. Personnel for the Physical Restoration Section is assigned from the Public Health Service. Provisions of the Vocational Rehabilitation Amendments Act of 1943 specifically authorise the use of federal funds for physical restoration of disabled persons. At the national level, the main work is to establish standards for physical and vocational rehabilitation. This is done with the help of other federal agencies and, in the case of medical services, in co-operation with a Professional Advisory Committee made up of 20 representatives of the major medical specialities

most actively concerned with rehabilitation. Moreover, it is at the national level that co-operative inter-agency agreements are made, which provide, among other things, for automatic reference of disabled persons to the rehabilitation service by the other agencies which might come into contact with these persons in the course of their work. In the case of *disabled war veterans*, the Veterans' Administration is responsible for hospitalisation and vocational rehabilitation, and works closely with the Veterans' Employment Service of the U.S. Employment Service (see below).

Both the Office of Vocational Rehabilitation programme and that of the Veterans' Administration are decentralised to the State level in respect of medical and vocational rehabilitation. Both sides of the work are done by each agency, using existing medical and hospital facilities as practicable. This simplifies the task of co-ordinating medical and vocational rehabilitation. In three of the regional offices of the Office of Vocational Rehabilitation, there are medical officers assigned from the Public Health Service. Under the Vocational Rehabilitation Programme, each State has a medical advisory committee, made up of representatives from the medical and allied fields. The committee serves in an advisory capacity to the State Director of Rehabilitation and to the Supervisor of Physical Restoration. The Supervisor works with two consultants. In each such group of three there is a physician, a layman and a medical-social worker. The Supervisor may be any one of the three.

At the local level, each applicant for rehabilitation is first given a thorough medical examination (free of charge) including specialist consultations and laboratory tests. The purpose is twofold: to determine eligibility for the rehabilitation programme, and to link his capacities with physical job requirements. On the basis of the examination, a medical diagnosis is made. The next step is a thorough vocational examination. A vocational diagnosis is made, by tests and interviews, of aptitudes, interests, education, work experience and other characteristics which might facilitate or hinder satisfactory adjustment to work. These two diagnoses, taken together by the rehabilitation officer in charge of the case, provide the basis for determining an appropriate rehabilitation plan. This plan is drawn up in consultation with the disabled person and decided upon with the consent and co-operation of his family.

Veterans are dealt with in much the same way, except that they are first examined, medically and vocationally, by officers of the Veterans' Administration.

U.S.S.R.

The most particular emphasis is placed upon the co-ordination of medical and vocational rehabilitation services. This co-ordination is greatly facilitated because of the cohesive administrative structure of both the health and social assistance services of the Soviet Union. There is direct collaboration, at all levels, between the offices of the Commissariats of Public Health and those of the Commissariats of Social Assistance. The aim is to study the needs of each disabled person with a view to re-establishing him, physically and vocationally, in suitable work at his full skill as a useful and valuable member of society.

A medico-labour commission, which is made up of medical specialists and trade union representatives, functions in every hospital, interviews each disabled person and reviews his case from a medical and vocational standpoint. Social assistance officers also begin to help the disabled person before he has left the hospital, explaining his rights and privileges and the facilities available to meet his employment, training, financial or personal problems.

The trade unions in general and the works committees in particular have been urged to take responsibility for ensuring a steady improvement of medical help for disabled persons. The plant social insurance councils and delegates lay stress on regular medical aid through local clinics and health centres.

MEDICAL REPORTS

Access to medical reports in respect of persons with apparent or suspected disabilities raises an extremely difficult problem. It is recognised that the goal of every rehabilitation programme, to place the persons concerned in the most suitable employment or form of activity, cannot be achieved unless the disability is assessed in relation to employment or training for employment. It is also recognised that a competent assessment of disability demands a medical as well as a vocational diagnosis. There is certainly a trend towards greater public responsibility in health matters. Nevertheless, there is considerable suspicion in many countries of any efforts to make medical reports a matter of routine for persons applying for assistance in obtaining suitable employment and especially against making such reports a condition for receiving this assistance.

This suspicion is readily understandable. As a result of the heritage of discrimination from the past, the disabled have felt that to classify them as such would tend to prejudice their future opportunities and that medical reports would be used for this

purpose by stressing their disabilities rather than their abilities. Moreover, medical reports are of a highly personal nature and the disabled feel that the circulation of such reports would prejudice their confidential nature. Many trade unions have agreed with this view, and have realised that medical reports might be used to foster an exploitation of the disabled to the disadvantage of all workers. Governments have been loath to interfere in a domain so personal as that of individual health. Employers, who often tended to favour the idea of pre-employment health examinations, have had to rely on their own system of medical examination for the most part. The problem has been still more difficult to solve because of the lack of any factual measurement of physical capacity in relation to job requirements.

The war has forced both a revision of many of these concepts and a marked development of appreciation of the kind of factual information needed so that medical reports may be constructive, rather than negative, implements in the vocational field. The present practice of various countries, indicated below, derives in large measure from war experience and anticipation of post-war needs. It also derives from the gradually evolving conviction that medical science can help, rather than constitute an obstacle to, the satisfactory re-establishment of disabled persons. Many medical reports would show, for example, that the persons concerned can accomplish almost any type of work and accomplish it as well, from a physical point of view, as a fully able-bodied worker. These reports could not be used to the prejudice of the employment future of the disabled worker.

An equally difficult problem is presented by the question of determining how medical reports should be made available. In the first place, should written medical reports be given by doctors to those in charge of vocational rehabilitation or specialised placement work for the disabled? If so, should they be compulsory or would reasoning and persuasion suffice to obtain the needed information? If any arrangements are made, should they be in the form of informal, perhaps oral, consultation between the two authorities? If medical reports are neither required nor are the normal practice, the officers responsible for assisting disabled persons to re-establish themselves in suitable work are confronted with the alternative either of relying on their own observations or of obtaining oral evidence from the disabled in regard to the medical aspects of their disabilities and their effect on employability. Since, as a rule, the officers on the vocational side of re-establishment are neither practising doctors nor medically trained, either alternative might have serious consequences.

Canada

Medical reports are generally given to officers of the Employment and Selective Service Offices engaged in special placement work in the larger centres, but in the smaller centres, this is not a general or even a usual practice. These reports, where they exist, are frequently given to the disabled person as well, in duplicate. The reports are not compulsory. Placement officers are warned against medical diagnosis, but, in fact, are often in a position where they are forced to rely on their own observations or on oral evidence from the applicant for employment as to the state of his health.

So far as war veterans are concerned, medical information is given by the Medical Officer of the hospital to the Casualty Rehabilitation Officer in charge of the case. In future, it is planned to give the report in the form of a relatively comprehensive physical analysis rather than in the more limited standard forms now in use. Written reports are not given to the man himself. They are given to those in charge of vocational training, to the Casualty Rehabilitation Officer and to the Rehabilitation Board which approves the payment of benefits, etc. Thus, to complete the description, if a disabled veteran is placed by a Casualty Rehabilitation Officer of the Casualty Section of the Department of Veterans' Affairs, full information is available to him. If, on the other hand, the veteran was referred for employment to the Special Placements Section of the local Employment Office, medical information concerning the man is not fully available, in writing, to this placement officer of the Employment Service.

The technical handbook on *Special Placements* calls attention to the value of medical reports in placing handicapped workers in suitable employment, stating:

Medical reports are of great assistance in evaluating the potentiality of the physically handicapped person and in ensuring his proper placement. It is in the best interests of the handicapped applicant that he be requested to obtain a medical report indicating his present physical condition. This is particularly advisable if he is suffering from any of the special disabilities listed below.¹ It is desirable that the doctor, when completing the information regarding the disability, use the commonly accepted designation of ailments rather than purely technical terms...

Interviewers and placement officers should exercise great discretion in discussing the contents of a medical report with any applicant. With no certain knowledge of the amount of information the doctor has given the person concerning his condition, they must avoid making any statement or comment that might arouse his fear.

¹ The appendix to the handbook, *Specific Disabilities and their Evaluation*, was compiled to serve as a guide in dealing with a selected list of disabilities apt to involve a need for careful placement. It is anticipated that a standard medical dictionary will be provided for reference purposes.

It is essential that the information secured concerning the applicant's handicap be accurate because of the technical nature of such data, and that it be complete, because on it depends the placement officer's decision as to the extent the handicap described may influence the applicant's job objective. The amount of data recorded will, of course, vary with the individual case.

Chile

No written medical reports are required and consequently the officials engaged in placement work often have to rely on their own observations or oral evidence submitted by the disabled persons in regard to the effects of their disablement on their employability. Data from the social insurance institutions are sometimes helpful, particularly in selecting persons for training.

Denmark

The doctors are required to submit written medical reports to the Invalidity Insurance Court in respect of persons whose working capacity has been or is likely to be reduced. These reports are made on special forms approved by the Ministry of Labour and Social Affairs. For persons seeking work through the employment offices where special sections for the disabled have been set up, medical reports may be obtained, where this is considered to be useful in ensuring satisfactory placement in employment or training.

Finland

The doctors send in reports, on request, to the Office of Vocational Rehabilitation, and, on request, they also give their report to the disabled person. The doctors are not required to submit reports, but since the medical profession considers it their duty to do so, refusals have not occurred.

The Act of 7 August 1942 provides that a person entitled to vocational rehabilitation shall, on pain of forfeiture or limitation of such right, submit to examination by the doctor designated by the Vocational Rehabilitation Department for War-Disabled Persons. The party requiring the medical examination to be made is obliged to defray the cost of the examination and other necessary investigations.

Great Britain

The Disablement Rehabilitation Officer receives a written report from the Hospital Medical Officer. The medical report is sent in on a standard form, and constitutes the basis of the action of the Rehabilitation Officer of the employment exchange. These medical

reports are strictly confidential; the persons concerned are not given copies. They are not compulsory, however. Where no medical evidence is at hand, the disabled applicant for training or employment is invited, if necessary, to submit himself for independent medical examination. In the rare case where he might refuse to do this, the Disablement Rehabilitation Officer must use his judgment whether to insist on the examination or to waive it and rely on his own observations.

Luxembourg

Written medical reports are given by doctors to the authorities in charge of the vocational rehabilitation of the persons concerned. Such reports are compulsory and treated as confidential. They are not given to the disabled persons themselves.

Sweden

A disabled person can have himself examined by a medical officer of health and obtain a certificate indicating that his capacity for work has been reduced and the reason therefor. These certificates do not, as a rule, indicate what kind of work may be suitable, etc. A medical certificate is not necessary for a disabled person to receive advice and assistance from the placement authorities. In the case of tuberculous persons, however, no placement is undertaken, as a rule, unless they can produce a certificate showing they are free from contagion. If a disabled person has recently come out of hospital, the employment officer may obtain the information he considers necessary either from the curator of the hospital (see below) or direct from the doctor. If in other cases the employment officer finds a medical examination necessary, he can send the disabled person to a medical officer for the purpose.

Union of South Africa

Written medical reports on the injuries sustained by workmen are submitted to the Workmen's Compensation Commissioner. These reports are compulsory. So far as ex-servicemen are concerned, medical board reports are available to the National Readjustment Board when it considers applications of disabled volunteers for vocational training. In addition, the military medical officers advise the Demobilisation Readjustment Officers of the Board.

United States

Under the federal-State rehabilitation programme, the results of the medical diagnosis are made available both to the persons in charge of vocational rehabilitation and may, under certain conditions, be made available to the disabled persons.¹ Medical reports are given to disabled veterans in response to a written request to the Veterans' Administration. In some cases, this Administration does not provide full information to the veteran if the knowledge of it might endanger his mental peace or cause him injury.

These reports are not compulsory by law but they are in fact, since they are an essential preliminary condition of eligibility for rehabilitation, both in the case of veterans and in the case of civilians.

The Rehabilitation Officers refer persons ready for placement in employment to the U.S. Employment Service (veterans are served by a special branch of this Service, the Veterans' Employment Service). The interviewing officer is authorised to obtain the applicant's own estimate of his physical capacity under certain circumstances. The Employment Service policy is not to require a medical report. A number of employers have pre-employment medical examinations for each new worker, carried out on the plants' own initiative. A medical report is always suggested for certain disabilities such as cardiac and contagious diseases and epilepsy.

Under the Selective Placement Programme, each employment office has a separate unit to which persons with any marked disabilities are referred. In such cases, a medical report is generally considered a useful tool in making the placement, though there is no obligation on the applicant to provide one. In the case of veterans, if the person concerned so wishes, his registration card is forwarded to the local employment office. The card contains physical capacity data useful to the interviewing and placement officer of the Veterans' Employment Service.

U.S.S.R.

The medical reports and related material covering each disabled person's case are transferred, as a rule, to the district social assistance office which will be responsible for assigning the worker to suitable

¹ Five standard medical report forms are used by the Office of Vocational Rehabilitation, one for use in the case of applicants with orthopaedic or general disabilities, and the other four for persons with the so-called special disabilities—pulmonary tuberculosis, heart and circulatory diseases, visual impairments, and hearing impairments. As a guide in their use, a manual entitled *Medical Information for Vocational Rehabilitation Officers* was prepared.

employment or training and ensuring that his health needs are taken care of through health clinics or such other service as may be necessary. The reports are in writing.

Where a worker who has been disabled is re-established in his former plant, with or without an interval of retraining, medical reports on his condition are usually available to the directors of the undertaking and the appropriate works committee.

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It appears, from the preceding examples, that the practice of securing medical reports in connection with vocational re-establishment is almost universal so far as veterans are concerned and is becoming more common for civilians. In most countries, the arrangements are not compulsory but in many countries a medical report (if considered necessary or useful) is, in fact, a condition of eligibility for the assistance provided under the national programmes. Where access to medical information is permitted, steps have been taken to safeguard the confidential nature of the material, generally by agreement between the authorities concerned. It is a less common practice, according to the information available, to provide medical reports to the disabled persons themselves. Where no medical information is available, several countries, including Canada and the United States, have warned the placement officers of the Employment Service against making their own medical diagnoses.

ARRANGEMENTS FOR HOSPITAL EMPLOYMENT INTERVIEWS

One method of co-ordinating medical and vocational rehabilitation work is to arrange for an initial employment, or vocational, interview while the disabled person is still undergoing medical treatment in hospital, clinic or convalescent home. Arrangements of this kind have derived almost entirely from war experience and are still far more common for war veterans than for civilians.

The method has a number of advantages. In the first place, it often fills a very necessary gap in the disabled person's life. It may alleviate worries he may have about the future and give him new hope and ideas about his ability to do useful work. In this way, it may make a positive contribution to his physical or mental recovery. In the second place, an initial interview in the place where medical treatment is concerned automatically makes it possible to obtain a complete and accurate medical opinion of the physical capacity of the person concerned. At the same time,

surgical and other medical and therapeutic treatment can be directed towards the future employment needs of the individual. Thirdly, it provides a useful link between the two processes in complete recovery (the physical and the vocational) and tends to hasten re-establishment by avoiding any waste of time between the end of organised medical care and the initiation of vocational rehabilitation. Finally, such arrangements not only ensure that these disabled persons are at least aware of the vocational rehabilitation and other services that exist to help them, but they also constitute some positive encouragement to a disabled person to complete his re-establishment.

Belgium

Retraining organised through the National Institute for War-Disabled Persons is undertaken as soon as physical restoration in the specialised Red Cross hospitals is completed. Efforts are made, in co-operation with the Red Cross, to bring the retraining facilities to the notice of the persons concerned while they are still undergoing their hospital treatment.

Canada

Casualty Rehabilitation Officers and Occupational Counsellors from the Casualty Section and the Training Section of the Rehabilitation Branch of the Department of Veterans' Affairs operate within the hospitals of the Department. They interview the men concerning their re-employment plans and provide them with as much assistance in this field, among others, as they can.

For civilians, however, not much has been done, except in connection with workmen's compensation in Ontario. The Rehabilitation Department of the Ontario Workmen's Compensation Board makes initial contact with the disabled worker in hospital wherever possible. In co-operation with the medical and clinical services, complete continuity of treatment is provided for each worker disabled by industrial accident; the emphasis on employment rehabilitation commences at the beginning of physical treatment.¹

¹ The Board follows the principle that "rehabilitation starts at the time of the accident and carries on until the man is on the payroll", and that medical and vocational rehabilitation must be most closely associated. In describing the importance attached to immediate contact with the disabled person, a Canadian writer stated: "The Ontario plan enables immediate contact with workers after injury; from the commencement of treatment rehabilitation is brought into the picture. This prompt action is of basic importance in the prevention of neurosis. Time hangs heavily on the hands of the injured worker; he has much occasion to worry about his future, his family, his ability to work, and especially whether or not his job will be waiting his return. This anxiety, coupled with his acute awareness of his incapacity and the continual medical discussion of his condition in his presence can implant a deep-rooted belief that he is a most seriously dis-

Denmark

As an experiment in connection with the special employment measures for the disabled adopted in certain towns, collaboration has been established in Odense between the special section for the disabled in the public employment office and the local hospital in order to ensure that the office shall get into touch with the disabled during the period of sickness. The cases in question are usually accident cases, and the object of the arrangement is to make it possible to apply to the injured person's former employer while the accident is still freshly remembered, with a view to finding suitable employment. At present, it is being sought to extend the arrangement to other towns which have special sections for the disabled in their employment offices.

Finland

Preliminary measures have been taken to introduce employment interviews in hospitals, particularly in the case of the war-disabled. Some difficulty has been encountered in carrying these plans forward, because the disabled persons have, as a rule, been unwilling to plan for their re-employment while under hospital care.

Great Britain

Arrangements have been made whereby the Disablement Rehabilitation Officer regularly visits the hospitals or other institutions within his area of operation and interviews patients about to be discharged who wish to obtain information or advice on training or employment. These arrangements apply both to ex-service personnel and to civilians.

Under the Interim Scheme for the training and resettlement of disabled persons, introduced in October 1941, hospitals were, for the first time, linked with the training and employment services of the Ministry of Labour. The Interdepartmental Committee declared in its report that experience under this scheme had shown that this link must be an essential feature of any permanent rehabili-

abled worker. He is disposed to start scheming; the extent of his disablement may then be exaggerated; emotional traits develop rapidly, promoting fear and malingering and undermining the will to work. From long experience the Board has learned that the worst cases are those men who, in the words of a former Commissioner, have had time to 'kid themselves into thinking that they are unemployable'. By approaching the injured worker immediately after his accident and before he has lost his grip, by meeting him with a message of confidence and cheer, by letting him know that the Board is concerned about his individual case and will help him to find a suitable position, it is possible to dispel the fear of future dependency and stimulate him to make the most of the situation." (J. L. AMOS: "Vocational Rehabilitation during and after the War", in *Canadian Journal of Economics and Political Science*, May 1943.)

tation scheme. It pointed out that this co-operation would be facilitated if, as had been proposed, the country's hospitals were reorganised on a regional basis and on the principle of dealing with particular types of disabilities in specialised centres or hospitals. The arrangements made at that time have been continued in the Permanent Scheme now being put into operation.

The Disablement Rehabilitation Officer keeps in close touch with the hospitals and other invalidity institutions and with the service establishments from which discharges on medical grounds take place. He interviews at the hospital any person who is about to be discharged and who wishes advice or help to find suitable employment or training. The Officer gets a report from the medical authorities as to the nature of the disablement and the kinds of employment and training which are either suitable or clearly unsuitable.¹ A record of the interview is made and used by the Officer (or by others at the local employment exchange of the Ministry of Labour, either in the same area or in the area where the patient goes on leaving hospital) in advising the patient after his return home. The hospital interview usually takes place shortly before the patient's discharge from in-patient treatment, but an earlier interview can be arranged for those who wish it, and more than one interview takes place wherever desired. As a rule, the interviews are arranged by the hospital authorities.

At the hospital or convalescent centre interview, the patient is given a card of introduction which he can produce at the local exchange in his home area for any further help he may wish. If he wants employment of a technical or professional character, he will be given an introductory card to the Appointments Office nearest his home.

A recent article in the *British Medical Journal* called attention to the more direct relationship between hospitals and vocational re-establishment services, stating:

Hospitals are also becoming more aware of the need for a more direct link with the stage of social and industrial rehabilitation. Hospitals... are beginning to realise the necessity for the attachment of social workers to all the main clinical departments. Furthermore, they are learning to open their doors to the entry of Ministry social officers from the outside. This is all to the good; it represents a step forward in the fusion of curative medicine and social services for the benefit of the hospital patient.²

¹ In amputation cases, a special report is obtained from the limb-fitting surgeon at the centre where the artificial limb is provided.

² Dr. Harry PLATT: "Medical Rehabilitation in Hospital", in *British Medical Journal*, 14 July 1945.

New Zealand

Systematic arrangements are made to ensure that servicemen invalided out of the armed forces have an immediate opportunity to discuss their future employment plans with a liaison officer trained by the Rehabilitation Department. One of these liaison officers, for example, accompanies each draft of sick or wounded personnel returning on hospital ship and interviews the men on board, at their request. Moreover, field officers of the Disabled Servicemen's Re-establishment League visit disabled servicemen while they are still receiving hospital treatment.

Sweden

All the mental hospitals and many of the hospitals for physical diseases, especially those in the larger towns, have a so-called curator whose duties include that of assisting patients to get into touch with employment opportunities. The curator examines the possibility for the disabled person to resume his former employment, tries either directly or through the employment office to find a new employment for him, or helps him to plan his training for a new trade. The results of these activities of the curators have varied, partly owing to their many other duties and partly to differences in their training.

The Committee on Disabled Persons is expected to propose measures for stimulating the curatorship system, especially in the sanatoria, which employ such officials only in exceptional cases, and to propose certain standards of competency which they must meet. In the Committee's opinion, however, the curators should not have placement functions proper, but should only, through preliminary discussion with the patient, give him an idea of employment openings suitable for him, and investigate each case from a medical and social standpoint, so that it may be possible for the employment officer to plan at as early a stage as possible for the disabled person's re-establishment in economic life.

Union of South Africa

Ex-volunteers may be interviewed for employment at the military hospitals by the Demobilisation Readjustment Officers. These officers do not wait until a disabled soldier arrives at a dispersal depot before taking up his case, but the soldier is interviewed at hospital, and occupational therapy related where possible to his future employment plans and prospects, is begun there.

For civilian disabled persons, there are not systematic or uniform public arrangements of this kind, but interviews at hospital are sometimes organised by the subsidised social welfare or voluntary agencies, which come into contact with a number of disabled persons.

United States

More uniform procedure is followed in the case of war veterans than of civilians. The Veterans' Employment Service, at the request of and in co-operation with the Navy and War Departments, has made arrangements for Employment Service interviewing officers to interview disabled veterans at the Army and Navy hospitals before their discharge. Commanding officers of the hospitals are instructed to co-operate in arranging the interviews, and Red Cross personnel may be used as liaison between the commanding officers and the representatives of the Employment Service. The purpose of the interview is primarily to provide information and assistance to the disabled veteran about job and training possibilities. If the veteran wishes, he is registered for employment at the hospital on a card giving complete and detailed information concerning pre-service employment, service occupations and physical capacity (the last being taken, when available, from the medical records of the hospital, in co-operation with the appropriate medical officer¹, and he is given information concerning work opportunities and requirements. The cards are mailed to the State Veterans' Employment Representative of the State to which the man is going; and the State representative forwards the card to the appropriate local office. The local office then notifies the veteran that his card has been received and requests him to come in for an interview.²

For non-veterans, no uniform procedure in regard to hospital or convalescent centre interview for employment is followed. In some cities, the State rehabilitation agency has made co-operative arrangements with hospitals, in accordance with which the latter notify possible rehabilitation cases to the rehabilitation agency. This procedure is used extensively in tuberculosis sanatoria where interviews take place and rehabilitation is often started. Moreover,

¹ "These hospital reports are really surveys of the functioning of every major organ of the patient, and the interviewer chosen for this assignment must be one so well-equipped technically as to select only those notations which indicate the presence of a handicap requiring selective placement. Application cards must contain specific information concerning work capacity and work limitations recorded in such a manner that they will be fully understood by interviewers in other offices and other States" (UNITED STATES EMPLOYMENT SERVICE: *Selective Placement for the Handicapped*, Dec. 1943).

² At this interview, the veteran's capacity is appraised, and if it is jointly decided that he needs rehabilitation or retraining, he is referred to an appropriate agency for rehabilitation. The feasibility of the proposed training is determined in consultation with officers of the rehabilitation agency.

since under each State plan the rehabilitation agency is responsible for physical restoration as well as for vocational rehabilitation, the rehabilitation officer in charge of individual cases requiring hospitalisation or other medical treatment or care has continuous contact with the medical side of rehabilitation.

U.S.S.R.

Vocational rehabilitation begins in each case before hospital treatment has come to an end. As was mentioned, a medico-labour commission, made up of medical experts and trade union representatives, operates in each hospital, interviewing each patient and examining his case from a medical and vocational point of view. Social assistance officers generally interview disabled persons in hospital, ascertain their needs and plans and discuss their condition with the medical authorities. Occupational therapy, vocational retraining and general educational and cultural activities are made available on a large scale, under the direction of the social assistance offices. After discharge from hospital or other health care institution, medical reports are made available, in standard form, to the authorities responsible for re-employment (generally the district social assistance office in the workers' home area).

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The above data show a most striking development of hospital or convalescent centre interviewing as an initial point of contact with the disabled person. In several countries these interviews are becoming a matter of routine. It is somewhat easier to make arrangements of this kind for veterans who are being discharged from specified hospitals and centres in accordance with a more or less standardised procedure than for civilians leaving the many and different kinds of institutions of medical care. However, it is highly significant that in several countries, as in the Soviet Union and Great Britain, the procedure of hospital employment interviewing is being extended to all disabled persons and that the medical profession is taking a co-operative interest in the development. Finally, the difficulty encountered in Finland is worth noting, namely, that many disabled persons have been unwilling to plan ahead for their employment future while under hospital care. Much of this difficulty may arise from the fact that the arrangement is new and there has been little time in which to explain its purpose. This emphasises the necessity for broadening public understanding of the indivisibility of medical and industrial re-

establishment. In any case, the principle of importance is that each disabled person should have an opportunity to plan ahead from the time at which he first became disabled.

FOLLOW-UP MEDICAL SUPERVISION

While vocational rehabilitation should often begin before medical care has come to an end, medical supervision has a continuing function in rehabilitation until the final goal of successful re-establishment is attained. Arrangements for this purpose are mentioned in other chapters of this Report (in connection with the survey of training schemes and of conditions of employment); only the more general arrangements are described briefly here.

Canada

There is no systematic programme of continuing medical supervision for disabled civilian workers, except for the workers disabled by industrial accidents in the Province of Ontario.¹ The Ontario Workmen's Compensation scheme is based on the principle of carrying on physical restoration for so long as it is needed in individual cases and with a view to ensuring suitable vocational re-establishment.

There is no form of organised medical follow-up for disabled veterans at present, although such service is contemplated by the Treatment Branch of the Department of Veterans' Affairs.

Denmark

There are no systematic arrangements for medical follow-up work in the whole process of vocational re-establishment, but the doctors attached to certain of the employment offices include follow-up supervision, particularly during training, among their functions.

Great Britain

Medical follow-up of cases is the responsibility of the medical authorities. An editorial in the *British Medical Journal* called attention to the need for continuity of medical and medico-psychological care, concluding:

Rehabilitation, which after all is only treatment as the medical profession understands it, should not be split up into a medical and, after that, a non-medical phase in which the patient will be seen no more by the doctor. The medical man, whether surgeon or physician or general practitioner, must be

¹ One or two other provinces are reported to be moving in the same direction as Ontario in respect of medical and vocational rehabilitation of those disabled by industrial accident.

allowed to treat his case to a conclusion, and the conclusion is the re-establishment of the patient as an economic unit to the full extent of his recovered capacity.¹

Another article in the same periodical adds to this view a suggestion for specially trained medical social workers to assist in certain aspects of follow-up:

The task of resettling convalescent patients in employment is obviously not one which devolves primarily on the medical profession, but if the work of rehabilitation is to be carried to its logical and desirable conclusion the collaboration of hospital authorities and of medical supervisors will be essential. This will take the form of advising when a particular patient is fit to return to duty; of indicating whether he can return to his former employment or should be given lighter duties, or, alternatively, whether he should be trained for some different and more suitable vocation; of establishing relations with industrial medical officers in the carrying out of such recommendations; and, where possible, of reviewing the case after return to full work, either by means of medical reports or by actual examination of the patient himself.

In carrying out this essential terminal phase of rehabilitation, the assistance of specially trained social workers, attached to hospitals and rehabilitation centres, is of the utmost importance. It is they who should keep track of each patient's attendance at the rehabilitation department, looking up any who are persistently absent. They should receive the medical officer's recommendations as to patient's return to duty. They should keep in intimate touch with employers and arrange for the re-engagement of those fit to start work. They should make contact with the labour exchange authorities in relation to cases that require to be trained in one of the vocational training centres established by the Ministry of Labour. Finally, they should be qualified to assist the patient in the intricate problems arising out of the present laws governing workmen's compensation, encouraging him to attempt light duties in spite of the reduction in disability allowance, while at the same time keeping industrial medical officers informed of the condition of each worker returning to work in factory or mine after illness or injury.²

The responsibility of the Ministry of Labour is limited to follow-up after placement. The Ministry makes a written enquiry, not later than three months after a disabled person has been placed in employment, to ascertain whether satisfactory resettlement has been achieved or whether further help, of a vocational or medical character, is required; if it is a question of medical aid, the person is presumably referred to the appropriate medical authorities.³

Luxembourg

Medical follow-up work is being organised by the office for the employment and training of the disabled.

¹ "Rehabilitation and the Social Services", in *British Medical Journal*, 13 Mar. 1943.

² "Problems of Rehabilitation", in *British Medical Journal*, 10 July 1943, p. 49.

³ The Ministries of Health and Pensions arrange a "welfare follow up" for neurotics (carried out by psychiatric workers) and for very seriously disabled persons who are home-bound (carried out by the Red Cross).

New Zealand

Follow-up is an integral part of the rehabilitation activities of the Disabled Servicemen's Re-establishment League; it is partly but not primarily, medical in character.

Sweden

There is follow-up care in the case of tuberculous persons who, on discharge from the sanatoria, are referred to the tuberculosis dispensaries. There are about 450 of these dispensaries at present. In addition to being responsible for preventive measures, they are also required to undertake after-care in the shape of check-up examinations, hygienic advice, etc. For patients discharged from the mental hospitals, there is a certain measure of follow-up work by the curators of the hospitals who, during their journeys in the area covered by the hospital, are able to keep in touch with those cases where this is considered desirable. For patients discharged from the cancer clinics, the follow-up care takes the form of a request by the hospitals that they should periodically report their state of health on a special form.

Union of South Africa

There is a form of follow-up medical work in effect for disabled ex-volunteers, but no special arrangements have been made for disabled civilians, other than a few made by subsidised social agencies.

United States

Follow-up work after placement is done, as in Great Britain, by Employment Service officers to see if the handicapped worker is properly placed and satisfactorily adjusted to his job and work environment. This follow-up is not primarily medical, but if any medical problems arise and are recognised as such they are taken into account in any recommendations made by the follow-up employment officer.

In cases with which a State rehabilitation agency has been concerned, however, responsibility for follow-up work lies with the rehabilitation agency rather than with the Employment Service. No rehabilitation case is "closed" until the disabled worker is on the job, well adjusted to the job and to working conditions, and receiving a wage commensurate with that paid to other workers. The follow-up is therefore both medical and vocational.

U.S.S.R.

Medical supervision is continuous from the time of the occurrence of the disability until satisfactory resettlement has taken place, and, after that, the worker has access to the regular and continuous systematic health care provided for all workers and any specialist service which is required. The works committees play an important part in ensuring systematic follow-up of each disabled person's progress.



Arrangements for medical follow-up supervision have been considerably extended but they are still the exception rather than the rule in most countries. Measures providing for more general follow-up in the rehabilitation work as a whole are more common; this type of follow-up is both medical and vocational in character.¹

RECONDITIONING CENTRES

The fact that medical and vocational care necessarily overlap in so many cases has led to a new development in rehabilitation work in a number of different countries. It often happens that before a disabled person is ready, from a physical point of view, to take up a course of retraining or employment, he needs "reconditioning" in the broadest sense of the word. His state of health, his psychological outlook, his ability to concentrate on work and to work steadily for any length of time and his general employment capacity (*i.e.*, employability) all need systematic toning up in order that he may be re-established at his full capacity. This is a factor of particular importance in the resettlement of many disabled ex-servicemen but it is also of great importance in the resettlement of other disabled persons.

The new approach to this question is the establishment of special reconditioning centres which provide a combination of physical and occupational therapy (including light employment), medical care and vocational guidance, and aim at developing general employability fitted to the needs of the individuals concerned. Centres set up for this purpose have been established in recent years in a good many countries, including the countries of the British Commonwealth of Nations and the United States, and they have been a part of the general health programme of the Soviet Union for many years.

¹ See also Chapter IX.

Canada

A number of reconditioning centres have been established for members of the armed forces, and the Department of Veterans' Affairs is expanding its arrangements for occupation and rest in residential centres. Moreover, plans have been made to establish in a number of localities health and occupational centres to assist in the rehabilitation of neuro-psychiatric and other cases. Reconditioning centres, as such, catering for civilian disabled persons, have not been set up.

Great Britain

It is of the greatest importance that the Disabled Workers (Employment) Act, 1944, made specific provision for the establishment by the Ministry of Labour of reconditioning centres or "industrial rehabilitation courses" for disabled persons over 16 years of age who, by reason of unfitness arising from their injury, disease or deformity, are in need of such facilities in order to render them fit for undertaking employment, or work on their own account, of a kind in which they were engaged before they became disabled or of some other kind suited to their age, experience and qualifications, or for making use of a vocational training course.

The facilities which may be provided under this section of the Act may consist of facilities whereby the disabled persons may, "under adequate medical supervision and under circumstances conducive to the restoration of fitness", obtain physical training, exercise, and occupation aimed at general restoration, and any other incidental facilities which appear to be needed to enable the persons to obtain full benefit from an industrial rehabilitation course.

The first general rehabilitation centre to be set up, on the recommendation of the Interdepartmental Committee on the Rehabilitation and Resettlement of Disabled Persons, was the Egham Centre. The object of the Centre is "to restore confidence and mental and physical fitness through healthy indoor and outdoor occupation and physical exercises", and, for those who cannot easily return to their previous employment or are uncertain about their future, to test suitability for various occupations (particularly in the building and engineering trades, because of the obvious employment opportunities in many branches of these trades). The Centre is under the control of a manager appointed by the Ministry of Labour and National Service and financed by this Ministry. A Medical Officer supervises the course for each man and follows the progress made in each case. The Centre is residential

and for men only, in general those between 18 and 50.¹ The course lasts 6-8 weeks (with a 40-hour work-week as a rule, but varied according to individual capacity where necessary). Men are admitted either direct from the hospital or through a local office of the Ministry of Labour.² It is on a voluntary basis, but each man is expected to make a written application for admission and to notify his willingness to accept the conditions. Each application is supported by a medical certificate.³ The men attending the Centre receive free board and lodging, training allowances varying in amount according to age and dependency status, and an additional allowance may be paid to men who continue to maintain a home while living at the Centre. These allowances are payable without regard to pension or other payment received because of disablement. The main part of the course (which is preceded by medical examination and vocational guidance, where needed) aims at fitting the men for an occupation and at restoring their confidence in their ability to do useful work.

The armed forces, especially the Royal Air Force, have taken a keen interest in rehabilitation centres and have developed a variety of reconditioning programmes. Experience of these schemes is expected to be of considerable value in the development of the work being undertaken by the Ministry of Labour.

Another interesting development in Great Britain has been the establishment of public rehabilitation centres, specialised in reconditioning injured workers of particular occupational groups — seamen, dockers and miners. The first rehabilitation centre for injured seamen was opened in 1943, with the object of providing 4-6 month courses in light engineering and cabinet-making.⁴ During the same year, the first dockworkers' rehabilitation centre was opened, to restore injured dockers to full physical health and employability. The men live at home and attend at the centre daily, receiving their meals and travelling expenses and a weekly allowance for the maintenance of their families. It is planned to extend similar reconditioning facilities to all dock areas, as necessary. The war years have also witnessed the establishment of a number of rehabilitation centres or fitness centres for injured miners, with

¹ Accommodation is provided for some 200 men.

² The course is not too strenuous, but active, so that the men must have passed the preliminary physical convalescent stage.

³ This is provided by the hospital for men coming from such institutions or, where the application is made through the local office, a medical examination may be required.

⁴ Afterwards the trainees might return home for shore employment or stay on permanent work at the centre, making such things as light turbines for ships' engines or ship furniture. If they stayed on, they would receive trade union rates of pay, and profits from the enterprise would be shared on a co-operative basis.

the purpose of restoring the men to full working capacity as rapidly as possible by a programme aimed at encouraging the will to get well and the desire to resume work. A correspondent of *The Times* (London), in describing the Gleneagles Fitness Centre for Scottish Miners, noted its more general significance, stating:

This experiment is being watched not only by people interested in coal mining, but by those concerned with the replacement in industry of men discharged from the forces. The problem of rehabilitation has been carefully studied by the Department of Health for Scotland, which, in conjunction with the Miners' Welfare Commission and the Ministry of Fuel and Power, completed the arrangements for establishing a home for the treatment of Scottish miners at Gleneagles.

It has been demonstrated that in the case of fractures—and these form a large part of disabling injuries among miners—the average period of disability can be halved and the number of those permanently disabled reduced. It had been felt that there was a gap to be filled between the time the patient leaves hospital and when he is really fit to go back to work; the heavier the industry the more exacting the demand. It so happened that it was possible to begin with the miner, although there would be satisfaction if the provision could extend to industry generally.¹

Finally, interest is being taken in setting up reconditioning centres for mental and neurosis cases. The difficulties are greater in this field, and less definite progress can be reported.

New Zealand

The Rehabilitation Board has studied the question of establishing a special rest centre for ex-servicemen to provide for them between the hospital and the vocational training or re-employment stages of re-establishment. The central idea was to hasten recovery by providing a planned programme of rest and physical and occupational activity. In its 1944 report, however, the Board stated that, while it regarded such proposals as possessing a certain merit, a recent survey of cases of men likely to benefit from such treatment and to be willing to sojourn at a reconditioning centre did not reveal a sufficient number of cases to justify such a measure. Subsequently, the report noted, the position may be otherwise, but meantime the Board considered that "the provision of suitable light work on specially organised intermediate schemes... accompanied by selective placement in industry rendered a special rest centre unnecessary at this stage".

The intermediate schemes which bear some resemblance to reconditioning centres, and yet differ from these centres in several important respects, have been introduced to help disabled servicemen recover their physical strength and improve their general and

¹ *The Times* (London), 8 May 1943.

psychological ability to do ordinary work under normal conditions by providing them with light recuperative employment. Intermediate Employment Schemes have been introduced, on the initiative of the Rehabilitation Board, with the declared objective of providing suitable temporary therapeutic employment for recuperating ex-servicemen as a means of hastening their successful reabsorption into the industrial and social life of the community. The schemes are being arranged, as necessary, with local bodies in co-operation with the local rehabilitation centre and a subsidy on the basis of labour-cost in respect of each man is paid by the Board. The local body is required to provide congenial light employment with suitable under-cover work for wet weather. There is provision for the payment of award wages to persons employed under the scheme; rest-pause and time-off concessions as necessary; review of individual cases aided by medical opinion; and transfer to selected employment in industry or to training for normal employment as soon as readjustment and recuperation have proceeded sufficiently far. Importance is attached to the separation of work provided under this scheme from that provided through existing local authority works. This distinction had led to a stipulation that an intermediate scheme will not be approved if its commencement would displace unsubsidised local-body employees.

United States

The development of rehabilitation centres under the federal-State rehabilitation programme is now being studied. The purpose of such centres would be to provide physical and occupational therapy, to develop work tolerance, to make possible trade and occupational try-outs, and to furnish medical, psychological and similar services. They would be essentially reconditioning centres—a step in the process of rehabilitation for a good many disabled persons. Two existing centres have been used successfully by State rehabilitation agencies. In co-operation with the Baruch Committee on Physical Medicine and local civic and voluntary organisations, it is planned to find methods of establishing similar centres throughout the country.

Rehabilitation centres have already been set up by the armed forces. The Army Air Force, for example, has a convalescent training programme which includes special convalescent centres for returned casualties. Each centre has a staff which includes general medical officers and surgical, psychiatric and orthopaedic specialists. It also includes qualified vocational specialists who provide transitional vocational instruction, job analyses and

information and general education to wounded men being discharged from the forces.

U.S.S.R.

For persons who require prolonged medical treatment or rest, there are special centres and sanatoria and training hospitals. These health institutions provide a combination of work, training and rest, carefully adapted to the needs of the temporarily disabled persons concerned. Specialised centres are being set up for concussion and nerve cases. At present, a great effort is being made to develop many new sanatoria for war-disabled persons in Soviet spas, and it is expected that these centres will form a closely connected and increasingly important part of vocational rehabilitation work generally.

A Decree of the Council of People's Commissars of the R.S.F.S.R., dated 15 December 1942, provided for the reorganisation of invalids' homes and the establishment of two types of hospital centres: boarding hospitals of a general character, and residential centres or sanatoria for those of the disabled who need particular care (nervous illnesses or tuberculosis, for example). In these boarding hospitals and sanatoria, special emphasis is placed on retraining or useful occupation and physical and psychological recovery. The programme is a combination of medical care and vocational re-establishment. The residential centres play a large part in the rehabilitation programme, and form the link for many persons between the hospital and retraining or work.

* * *

In this field as well, marked progress has been recorded during the war years. The need for something beyond the type of occupational therapy afforded in most hospitals but less advanced than the training offered in regular or specialised courses or employment in ordinary conditions has become far more obvious. The armed forces of the major belligerent countries, in particular, have done outstanding work in "reconditioning" for civilian employment men and women invalided out of the services. But here again, it is of equally great significance that several countries are studying the development of reconditioning centres as a permanent part of medical and vocational rehabilitation, that Great Britain has already established a number of centres of this kind with successful results, and that the Soviet Union is expanding its network considerably to meet the needs of disabled persons.

It is admittedly difficult to set up residential centres for civilian workers, so many of whom not only have family obligations but also tend to recuperate more rapidly in their family surroundings. In part, these problems can be met by the payment of adequate maintenance allowances during reconditioning and family living allowances. An alternative is to set up non-residential centres attended daily by persons in the immediate area. This has the disadvantage of making it difficult to develop adequate and suitable facilities in a limited geographic area and to supervise individual programmes and progress, but the advantage of retaining or reinstating the person in his more normal environment.

It may be worth noting the trend in Great Britain towards establishing reconditioning centres specialising in the rehabilitation of injured persons in certain occupational groups. It is reported that the Soviet Union has considered the setting up of centres specialising in the rehabilitation of injured workers from the same undertaking or group of undertakings or occupations. The tendency in these directions is probably based partly on the belief that these workers, bound by common skills, interests or backgrounds, will recover their self-confidence and general employability more rapidly and more completely when thrown together in a specialised centre catering for their comrades and with work related, to some extent, to their past or prospective employments.¹ Finally, it is significant that a number of countries are studying the problems involved in setting up reconditioning centres for mental and neurosis cases, an indication that the needs of these groups are beginning to be appreciated.

¹ Indirectly, the activities of many of the sheltered employment projects, described in Chapter VIII, relate to more general reconditioning; and reference should therefore be made to this chapter as well.

CHAPTER IV

IDENTIFICATION AND REGISTRATION OF DISABLED PERSONS

Disability arises from so many different causes and comes to the notice of society, if at all, in so many different ways that systematic arrangements are necessary to ensure that disabled persons in need of rehabilitation are fully aware of the facilities provided for this purpose. Unless these arrangements are made, there is a substantial danger that large numbers of the disabled will never find the means of re-establishing themselves in useful employment or independent work, suited to their qualifications and tastes, and that society will have to bear the resultant loss of their productivity.

The absence of reliable factual information concerning the scope and nature of the problem of disablement has meant that one of the first tasks of any vocational rehabilitation programme is to find some method of identifying the disabled persons who need specialised training or employment assistance. Moreover, the experience of many countries has shown that the early identification of disabled persons is a highly important factor in the restoration of full working capacity. The sooner a disabled person is made acquainted with rehabilitation facilities, the more complete and satisfactory is his eventual re-establishment. Any method of identifying disabled persons should therefore take account of this consideration.

It is difficult, however, to arrive at any wholly satisfactory method of finding the disabled persons who could benefit by vocational rehabilitation facilities and of identifying them as soon as possible after their disability has occurred, so that their occupational re-establishment can be begun at the earliest practicable stage in recovery. The difficulties can be appreciably reduced by close co-ordination of medical and vocational rehabilitation services. Hospital interviews, reconditioning centres, and general collaboration between medical authorities and those responsible for the training and employment of disabled persons tend to facilitate the early location of the persons who need specialised assistance. The difficulties can be still further reduced by the adoption of systematic arrangements for identifying disabled persons whereby

every person who is disabled and vocationally handicapped for this reason is immediately brought into contact with the facilities he may require to re-establish him in useful work at his full capacity.

There are several methods by which disabled persons in need of vocational rehabilitation may be identified. A single census of disabled persons, based on agreed definitions, might be helpful. It would be inadequate, however, because the vocational handicaps of the persons listed could not be defined in any detail or in individual terms. Moreover, it would be impossible to secure reliable material, and the census data would soon become out of date.

Strictly speaking, the only way by which complete data on disabled persons, or on any other group of persons, can be established is by compulsory registration of some kind. In building up the register, it would be possible to classify the persons concerned according to their physical and occupational abilities and limitations and the type of vocational assistance that they would need to find and retain suitable employment.

Any system of compulsory registration is open to most serious objections in the post-war period, however, and a system of compulsory registration of disabled persons is open to the additional objection that many disabled persons do not wish to be classified as such. They not only feel sensitive concerning their disablements — in large part because of the attitude of society to deviations from a theoretical physical or mental norm—but they also feel that registration as a disabled person may pave the way for discrimination in their employment or training or may place other limitations on their opportunities. These attitudes are reported to be particularly widespread among those of the disabled whose disabilities are not apparent. Moreover, a great many disabled persons do not need to be classified as disabled from a vocational standpoint; in their chosen trade or occupation, their disabilities do not constitute a handicap.

Countries which wish to have a comprehensive register of disabled persons as a basis for planning vocational rehabilitation are therefore confronted with the practical impossibility and undesirability of compelling any form of registration. The most common alternative is the establishment of a register on a voluntary basis, but inducing registration by offering a variety of advantages in rehabilitation, training and employment opportunities to persons who place their names on the register and by confining the benefit of these facilities to registered persons. If the advantages offered are substantial, such a register may tend to become fairly complete.

On the other hand, in the United States, there is an objection of principle to any attempt to build up, directly or indirectly, a register

in which people would be classified according to their disabilities and vocational handicaps. It is felt that the net result would be to emphasise the negative employment characteristics of the persons concerned rather than their positive qualifications.

Another possible method of identifying disabled persons is through the community contacts of the officers engaged in vocational rehabilitation work. In the course of their duties, these officers come into contact with doctors, hospitals, social welfare agencies, workmen's compensation and social security institutions, and other organisations likely to be in touch with disabled persons who might require specialised training or employment help. By systematic inter-agency arrangements for referring such persons to the appropriate agency, those who appear to need rehabilitation services would be brought into touch with them. This method does not provide comprehensive information, of course, but it offers an alternative to the creation of a register of any kind.

Where any system of registration is introduced, a number of technical problems have to be met. It has to be decided, for example, whether the register should be set up on a wholly local or also on a regional or national basis, whether the register should be subdivided by classifying the disabled by particular disabilities or occupational skill and experience, and what requirements should be specified for admission to the register. Moreover, no register is of any value unless some arrangements are made for keeping it up to date; this is particularly difficult, of course, where the register is established on a voluntary or quasi-voluntary basis.

Similarly, where a method of inter-agency references is adopted, technical problems arise, related, for example, to ensuring that references are automatic rather than left to chance and that all the possible agencies which might come into contact with disabled persons in need of rehabilitation are brought within the frame of the scheme.

The problem of finding disabled persons as soon as possible after their disablement has occurred can only be solved gradually, as medical and vocational rehabilitation are brought closer together and as the facilities available for occupational re-establishment are generally known to the public and to the organisations and individuals most likely to come into contact with disability (employers and workers and their organisations, public health and welfare departments, and so forth).

Methods now in use or proposed in a number of countries to register or otherwise identify disabled persons who are vocationally handicapped are noted below.

NATIONAL METHODS

Australia

The Re-establishment and Employment Bill includes provision for the registration of all ex-servicemen who are handicapped by reason of some injury or disease in obtaining employment suitable to their age, experience and qualifications. The registration would be voluntary and would be encouraged by limiting the advantages provided in the parts of the Bill dealing with the disabled to those disabled servicemen who have registered.

Brazil

There is no special method of registering or otherwise identifying disabled persons generally. Records exist under the social security scheme for persons in receipt of disability pension, however, and disabled members of the armed forces are also readily identified.

Canada

The actual process of identifying disabled persons in need of vocational rehabilitation services or selective placement is in reality a function of the placement officers of the Employment Service. If an applicant for employment appears to be likely to benefit from more specialised employment assistance, he is referred to the Special Placements Service Section or the officer in charge of special placement work.

Thus, disabled workers are registered for employment in Special Placement Sections of the Employment and Selective Offices in the larger centres. In smaller centres a member of the staff is being trained to register disabled workers. Registration has been on a compulsory basis under the National Selective Service Regulations, which have affected all workers, with certain exceptions. The register of handicapped workers established by the Employment and Selective Service Offices is set up on a local basis and the workers are classified on the basis of their disabilities and physical capacity and their occupational skill and experience. The only requirement specified for admission to the register is ability to report to the local office and to go to and from employment. The register is kept up to date by a regulation of the employment offices requiring applicants for work to renew their registration at least once a

month; and applicants for unemployment benefit are required to renew their application for work once a week.¹

War veterans may register with these units of the employment offices or they may also register on a voluntary basis with the Casualty Section of the Department of Veterans' Affairs. Their cases come to the attention of this Section through the work of the Rehabilitation Officers in the departmental hospitals and other institutions from which discharges on medical grounds occur. The only requirement for admission to registration in the Casualty Section is that the applicant for registration must establish service in His Majesty's Forces.

Persons who have been disabled as a result of industrial accidents are rehabilitated, in several provinces, through the facilities of the Workmen's Compensation Boards. These Boards keep particulars of the persons undergoing vocational rehabilitation.

Denmark

Persons in receipt of invalidity pensions are registered in the card index of the Invalidity Insurance Court. Disabled persons who are not in receipt of an invalidity pension and are capable of taking up employment are referred to the public employment offices by the assistance authorities. Those offices which have established separate sections for the disabled have a special register for them. These registers are on a voluntary basis. The card index of the Invalidity Insurance Court covers the whole country, while those of the employment offices (of which there are about 30 in the whole country) are local and cover the area of each office. The qualifications, limitations and possibilities for employment of the person in question are taken into account in the registers.

Finland

The State Accident Office keeps a register of disabled persons, unemployed and employed. This register is voluntary and is maintained on a national and regional basis, rather than in the separate localities. The disabled are not classified according to particular types of disabilities but on the basis of their occupational skill and experience. The only requirement specified for admission to the register is a medical certificate proving disability computed

¹ Each handicapped person registering at an employment office completes a special form. From the material on the form, a separate file is prepared and maintained at each local office in order to ascertain the number of handicapped persons seeking employment, classified according to the type of their disabilities. Summaries of the local office registers are forwarded to the region; regional summaries go to headquarters.

at 10 per cent. or more. The register is kept up to date by sending a questionnaire every second month to each registrant; the person's name is maintained or eliminated from the register in accordance with the reply received.

Great Britain

The Disabled Persons (Employment) Act, 1944, provides for the establishment, on a voluntary basis, of a register of disabled persons. Registration for employment at the employment exchanges must, however, be distinguished from registration under this Act. Disabled persons register for employment in the same way as other applicants at the exchanges, except that they have the benefit of the specialised services of the Disablement Rehabilitation Officer. However, disabled persons must be included in the special register of disabled persons to be eligible for a good many of the benefits provided under the Disabled Persons (Employment) Act.

The register is on a local basis. In order to be admitted to registration, the registrant must satisfy the authorities that he meets the statutory definition of a disabled person, that his disablement is likely to continue for 6 months, and that he has some reasonable assurance of being able to take up employment or independent work. The period of registration is determined according to individual circumstances. Each registrant (other than pensioners from the War of 1914-1918) is admitted to the register for a specified length of time, and the register is kept up to date by giving the person whose registration is expiring an opportunity to renew his application for inclusion in the register. The application is then re-examined in order to ascertain whether the position in respect either of the disablement or the degree of resultant vocational handicap has changed sufficiently to warrant a fresh decision. Those who incur disqualifications are removed from the register.

The relevant sections of the Disabled Persons (Employment) Act are reproduced in Appendix VI in order to provide an example of this method of identifying disabled persons in need of specialised employment or training facilities.

Hungary

The Minister of Industry set up, in the summer of 1943, a special department to deal with the placement of persons disabled as a result of the war. One of the duties of this department was to register disabled persons who, for any reason whatever, could not easily be placed and to transmit information about them to the central body for war-disabled persons.¹

¹ The Office has no recent information concerning the work of the department.

Luxembourg

The Order of 26 February 1945 provides, among other things, that all disabled persons who wish to obtain employment or to undergo vocational retraining are obliged to register with the National Labour Office or one of its agencies. The registration is a required condition for admission to employment and retraining. The register is kept on a national and regional basis, largely because of the small size of the country. Registrants are classified by particular disabilities and by occupational skills and experience. War-disabled persons who voluntarily placed their services at the disposal of the enemy are specifically excluded from the register. A member of the staff of the National Labour Office is charged with responsibility for maintaining the register, supervising the assembly of statistical information, and ensuring that the information is up to date.

New Zealand

The Disabled Servicemen's Re-establishment League is supplied regularly by the War Pensions Department with the names and addresses of disabled servicemen, and field officers of the League then contact these men. The League keeps a record of the disabled ex-servicemen who have been assisted by it in one or more specific ways. At first, the Rehabilitation Board kept a register of all ex-servicemen who presented a readjustment or placement problem. In its annual report for 1943-44, the Board noted a modification of this procedure, stating:

This practice has been continued during the year under review, although the former practice of "labelling" or recording disability cases, as such, has been discontinued. Under this procedure all labelled cases were followed up and the stages in their rehabilitation were recorded until it could be reported that the men in question were satisfactorily established. This procedure was followed with reasonable success when the number of cases affected was relatively small, but with the growing numbers and the increasing difficulty of deciding whether or not cases should be labelled as disability ones it has been abandoned in favour of recording only those cases assisted in one or more specific ways. This, combined with the general after-care contact procedure, ensures that all disabled men will be assisted for as long as they need to be, while the record of cases assisted in specific ways measures fairly completely the extent of the disabled problem and the degree of success obtained in the attempt at its solution.¹

There are no systematic arrangements for identifying disabled civilians. In pre-war days, the practice was to leave it to the initiative of the disabled persons to enroll with the State Placement Service. The National Service Department, which took over the

¹ NEW ZEALAND REHABILITATION BOARD: *Report for the Year Ended 31 March 1944* (Wellington, 1944), p. 7.

placement work during the war, made no arrangements concerning disabled persons. It is expected that in the immediate post-war period the Employment Service will have to compile a register of disabled persons which will probably be maintained on a basis of a combination of the factors of the disability and vocational qualifications and experience.

Sweden

Disabled persons register for employment at an employment office in the same way as other applicants for work, and no special register is established for them. They remain on the general register until they have found employment. The 25 provincial labour boards (the regional network of the employment service) is being expanded with a view to providing more adequate assistance to the disabled and this may modify the present arrangements to some extent.

Registration is voluntary in principle, but there is compulsion to the extent that poor relief is not paid in certain cases to persons who cannot show that they are completely incapable of work and that both unemployment benefit and poor relief are conditional on registration as applicants for work with a public employment office.

Union of South Africa

Disabled persons in search of employment register at the employment offices of the Department of Labour in the same manner as fit applicants. Registration is voluntary at present, but if the Registration for Employment Bill, which is now before Parliament, becomes law, all work seekers, whether able-bodied or disabled, will be required to register at an employment office. No arrangements have been made for the keeping of separate registers for disabled persons.

Ex-volunteers, fit or disabled, may be registered for work by the employment officers of the Department of Labour, stationed at all dispersal depots from which the volunteers are discharged from the Army.

United States

The problem is considered rather as one of locating the disabled, of which registration is one of several methods. The Office of Vocational Rehabilitation places particular emphasis on making contact with disabled workers as soon as possible after their disabilities have occurred, in order to prevent the disintegrating effects of idleness and hopelessness. Arrangements for reference of cases to the

State rehabilitation agency have been made in a series of inter-agency co-operative relationships agreements (see Appendix VI), under which the following agencies agree automatically to refer a person with a disability affecting employability to the rehabilitation agency: Employment Service, Department of Education, Public Welfare, Public Health and Agriculture, Workmen's Compensation Commission, Selective Service System, Red Cross, and Crippled Children's Societies. In addition, persons needing rehabilitation are frequently referred to the rehabilitation agency by social agencies, city and county officials, doctors, hospitals, churches and private citizens, or the disabled persons may themselves apply for rehabilitation. The activities of each rehabilitation worker of the State rehabilitation agency include the maintenance of community contacts, which will make it easier to locate disabled persons in need of rehabilitation as soon as possible after their disablements occur.

Registration of handicapped workers for employment is carried out at the local United States Employment Service offices. Registration is on a purely voluntary basis (except that it is a condition for the receipt of unemployment benefit). A compulsory register is objected to on the ground that it is an undemocratic procedure and because the individual may object, particularly in the case of a hidden disability, to being catalogued as a handicapped person. Many Government officials feel that the establishment of a separate register for the disabled would tend to emphasise the disability rather than the ability of the workers concerned and pave the way for employer classifications which might hamper their work careers. The same objections would apply to any proposals for a national census of physically handicapped persons.

The registration work of selective placement units for handicapped workers in local U.S.E.S. offices concerns all persons who possess "any physical deficiency, peculiarity or impairment which requires that an applicant be selectively placed". Efforts are made to prevent any stigma of disability from attaching to the work and great emphasis is placed on the abilities of the job seekers rather than their limitations.

U.S.S.R.

Disabled persons who have completed hospital or other institutional treatment and who are not going to a residential vocational retraining school are registered with the social assistance office in their district. This office assembles and studies the papers relevant to his work career and on this basis assigns him to employment.

If the disabled person reports back to the plant, the works committee takes charge of his case, in co-operation, however, with the district social assistance office.

* * *

Methods of identifying those of the disabled who could benefit by vocational rehabilitation facilities are still in a relatively early stage of development, so far as can be gathered from the information available. The arrangements made in Great Britain and the United States are given in more detail in Appendix VI in order to illustrate a contrast of method. Great Britain is building up a separate register of disabled persons, on a voluntary basis, as a part of the scheme for the re-employment of the disabled. In the United States, disabled persons are referred to the appropriate rehabilitation agency by agreement among the various agencies, public and private, which may run across disabled persons in the course of their work. In a good many countries, the chief method of identifying disabled persons in need of special training or employment assistance is by registration for work at an employment office. Contact with the persons concerned is initially made, therefore, only when the persons appear as applicants for work.

Increasing importance is being attached, however, to an early identification of the persons in need of vocational rehabilitation. It is more widely recognised that the time factor is of the greatest significance, and that early contact with a disabled person can help to prevent deterioration of morale, unemployability and the potential loss to society of skill and productivity. The arrangements described in Chapter III will greatly help to solve this problem. More widespread public knowledge of the facilities existing in each country and community will also help. Otherwise, there does not yet seem to be any wholly satisfactory method of ensuring, first, that disabled persons who need rehabilitation and resettlement assistance are certain of obtaining adequate information concerning the facilities available to them and, secondly, that this information comes to them at the earliest possible stage in their general convalescence.

CHAPTER V

VOCATIONAL GUIDANCE

The keystone of policy concerning the training and employment of disabled persons is vocational guidance. This is the service which can help handicapped workers to an understanding of their abilities and of their limitations. Where a change of occupation is required, vocational guidance can assist them to choose a field of work related to their capacities and to available employment opportunities and, where necessary, to select the course of training or retraining needed to fit them for the work. Through vocational guidance, the disabled persons can obtain the information they require in order to draw on all the public and private resources available to assist them in overcoming their handicaps in respect of employment. Last, but not least in importance, the guidance service can provide the human understanding and continuous encouragement so basic in the complete process of occupational re-establishment of many disabled persons confronted with far-reaching readjustments of all kinds.

This type of service cannot be confined to any one stage of the rehabilitation process, though it may be more important at one stage than at another. It is a continuous service which runs through the whole process and which co-ordinates and binds together the various parts of each individual's re-establishment. For this reason, it is difficult to describe the existing arrangements without considerably overlapping other parts of this Report. In this chapter, therefore, attention is centred on a few specific aspects of vocational guidance for disabled workers. The approach to be stressed, however, is the developing concept of continuity in the service, from the initial interview onwards to satisfactory placement in suitable employment.

In general, vocational guidance for the disabled differs from that necessary for other workers in two principal respects. In the first place, it must be based on specialised knowledge concerning the medical aspects of disabilities, and the suitability of particular types of employment and jobs for workers with particular types of disabilities. In the second place, it must be carried on with thorough understanding, both human and technical, of the special psychological problems of the disabled persons concerned. These factors

point to the need for specialised vocational guidance arrangements for disabled persons and for certain modifications of the principles on which the work is based. They also suggest the need for specially selected and trained guidance officers, able to combine relatively technical knowledge with ready understanding, and for special material to assist them in their task.

Finally, since there is still a tendency in some places to regard guidance as a frill with little practical application in vocational re-establishment, organisational arrangements are needed to ensure that the facilities form an integral part of the rehabilitation programme and are basic rather than incidental to it. To the same end, steps should be taken to make certain that disabled persons who would profit from the facilities are aware of their existence and encouraged to make full use of them.

NATIONAL ARRANGEMENTS

Australia

Expansion of specialised vocational guidance for the disabled is expected to accompany the development of special employment service arrangements for disabled persons. Vocational guidance will form an integral part of these arrangements. Interest is being taken in tests of various kinds, to supplement personal interviews and provide more objective criteria for determining suitability for particular trades or occupations.

Brazil

Vocational counselling service is to be made available both to war-disabled persons (under Legislative Decree No. 7270), and to civilians in receipt of a disability pension (under Legislative Decree No. 7380). The fundamental principles on which the service will be based were outlined in an order of the National Labour Council of 18 November 1943. The Order places primary emphasis on selection and medico-psychological guidance aimed at enabling the disabled persons to remove, so far as possible, their vocational handicaps. It instructs the retraining and rehabilitation services to study methods by which proper vocational guidance and selection work for the disabled may be developed. A regulation is in preparation concerning the qualifications which vocational guidance officers for the disabled must possess and concerning the arrangements to be made to ensure that guidance facilities are used by persons requiring such assistance to overcome their difficulties.

Canada

Vocational guidance for the disabled is at present in process of organisation through the Special Placements Sections of the Employment and Selective Service Offices. Disabled war veterans are provided with additional guidance by the casualty rehabilitation officers of the Casualty Section of the Department of Veterans' Affairs and by occupational counsellors of the Training Division of the same Department. At the time of going to press this machinery had not yet been completed and the service was therefore not fully operative.

Guidance work in the Special Placements units of the employment offices will be based on substantially the same principles as guidance for young persons, but with consideration given to the work limitations of the applicant. The policies to be followed and suggestions concerning testing procedures in guidance work are indicated in Appendix VII. The casualty rehabilitation officers and occupational counsellors base their work on the principles of matching the disabled man's characteristics with job specifications of "normal" men and the selective placement technique of analysis of physical capacity and of job requirements.¹ Maximum weight is given to occupational experience, inclinations and aptitudes.

There is an acute shortage of trained vocational counsellors, and both the Employment Service and the Department of Veterans' Affairs have been forced to seek staff with general experience or aptitudes which might be helpful in guidance of the disabled. Special Placements Officers of the Employment Service are expected to possess either actual experience in the placement of the disabled or specialised study of the subject at a recognised school or university. The Veterans' Affairs casualty rehabilitation officers have been recruited from army persons who have a suitable personality to work with disabled veterans, who have a good military service record, who have experience in personnel work either in the forces or in civil life, and who have enthusiasm and zeal for the work, combined with tact and good judgment. Previous experience in the work is not considered essential for the rehabilitation officers, but occupational counsellors of the Training Division are required to have had previous experience of personnel selection or of vocational guidance. It has been extremely difficult to recruit enough persons with these qualifications.

The Special Placements Officers are provided with a certain amount of current information on employment, and guidance and training, and a special technical handbook has been prepared to

¹ See Chapter IX.

assist in the task of vocational guidance for the disabled. United States material useful in counselling disabled persons is drawn upon freely. The officers of the Department of Veterans' Affairs who are responsible for advising disabled veterans are also expected to utilise the information available from the United States War Manpower Commission and Office of Vocational Rehabilitation.

Efforts are made to encourage disabled applicants for work to seek vocational guidance where this seems useful in their re-establishment. These efforts are easier in respect of disabled veterans, since steps have been taken to bring the facilities available to the notice of all servicemen and women and since officers of the Department of Veterans' Affairs operate through discharge centres and hospitals. Thus veterans are more likely, not only to know of the guidance opportunities, but also to learn of their existence at an early stage in convalescence.

Finally, the Rehabilitation Department of the Ontario Workmen's Compensation Board bases its approach to vocational rehabilitation on sustained guidance, started as early as possible and continuing on through training and placement in suitable employment.

Denmark

In towns where the public employment offices have special sections for the disabled, vocational guidance for disabled applicants for employment is undertaken. In addition, there is special vocational guidance for particular categories of the disabled.

For persons with invalidity pensions, vocational guidance is given in the first place by the Invalidity Insurance Court, which has special travelling inspectors who cover the whole country.

The fundamental principle on which guidance work for the disabled is based is to discover the kind of work best suited to the disabled person in view of his defects. So far as possible, an attempt is made to find a field in which he can do the same work as able-bodied persons.

Finland

The Office of Vocational Rehabilitation for war-disabled persons has a department of vocational training, the functions of which include the provision of vocational guidance. There are 21 district officers responsible for guidance activities within their areas of operation. The Disabled Persons Foundation in Helsinki has engaged a psychologist to assist in the choice of occupation generally and to examine the psychological suitability of individual disabled persons for particular jobs or training.

The purpose of the vocational advice offered is to place the disabled persons in jobs in which their prospects of success are greatest, having regard to their physical capacities and former training or experience.

Trained staff has been difficult to find. However, the head of the vocational training department is a professional engineer with experience in the retraining of disabled persons and the district guidance officers are selected according to general qualifications and capability. No special material is available to assist them in their work.

The use of the facilities is encouraged by the staff of the Office of Vocational Rehabilitation, and war-disabled persons, particularly those who have not obtained employment, are strongly urged to avail themselves of vocational guidance.

Great Britain

Every employment exchange in the country includes an officer known as the Disablement Rehabilitation Officer responsible for helping disabled persons in all their employment and training problems, including vocational guidance. As a basis for their work, an *Occupational Guide* is being compiled, indicating in general terms the physical and environmental requirements of the various occupations, and also listing alternative occupations which would utilise the same skills or capacities. This guide, coupled with the medical reports based specially on functional capacity, will constitute the general foundation for specialised guidance for the disabled, and from this basis each person will be dealt with according to his individual requirements.

The Disablement Rehabilitation Officers are specially selected and trained from among experienced officers of the Employment Service. No special qualifications are prescribed. Their technical knowledge is kept up to date by attendance at training and refresher courses from time to time. In addition to the *Occupational Guide*, a number of special publications and leaflets have been issued to help the officers in their duties. For example, a staff handbook entitled *Interviewing Disabled Persons* has been prepared for the special benefit of Disablement Rehabilitation Officers. The officers also receive detailed departmental instructions covering every aspect of their work.¹

¹ A recent study by P.E.P. (Political and Economic Planning), pointing out that these officers are the pivot on which the whole Government scheme turns, criticises their qualifications and abilities; it urges that the field of recruitment be widened and that a serious effort be made to obtain better staff for this work, with greater technical knowledge of industrial requirements and of social welfare and broader human understanding. (*Planning*, No. 238, 17 Aug. 1945.)

In general, steps are taken to ensure that vocational advice is available at an early stage in recovery. The arrangements made for hospital interview are designed for this purpose, among others; and, when the disabled person applies for work at an exchange, he is referred to the Disablement Rehabilitation Officer, who provides any general vocational guidance necessary in the individual case. Moreover, the Resettlement Advice Offices set up to provide general assistance to ex-service personnel refer disabled men to the Disablement Rehabilitation Officer of the employment exchange in their home areas.

Luxembourg

The Office of Vocational Guidance, attached to the National Labour Office, collaborates with the office for the employment and training of the disabled. The Government considers that vocational guidance for disabled persons presents problems of a moral and social character. An interview alone is not sufficient. It should be supplemented by a thorough psycho-technical examination based on the medical report for the disabled person. Each disabled person has his own problems and his own individual capacities, conditioned by the origin, kind and severity of his disablement. Guidance officers must make their work highly individual, therefore, and try to discover what the person's residual work capacity is, for what fields of work he is most suitable, and what his general background and inclinations are. It is suggested that vocational guidance officers should possess psychological and economic training or experience and should also have a facility for teaching.

New Zealand

The vocational guidance aspect of rehabilitation is considered of great importance. The guidance officers at work in the main centres co-operate with the rehabilitation officers. For disabled servicemen, the approach followed by the Rehabilitation Department and the Disabled Servicemen's Re-establishment League is what is termed a "right through" technique of assistance, involving advice and encouragement at every step. Their method starts with sympathetic and co-ordinated liaison activity from the time when the person first becomes disabled until he is satisfactorily and securely re-established. The man is personally interviewed and given general vocational counselling before his service pay ceases. From then on, he is frequently and helpfully contacted until he is resettled, and any new developments or difficulties are discussed with him. The whole rehabilitation process is co-ordinated through

this continued vocational counselling. The Rehabilitation Board, commanding the approach in its 1944 report, stated that "the value of right-through contact of this nature is immeasurable".

Sweden

Apart from the vocational guidance activities provided by the employment offices for all applicants for work, there is no specialised vocational guidance available to all groups of disabled persons. The arrangements now in progress to expand special placement for the disabled through the employment service may result in the introduction of special vocational guidance work on their behalf. The Stockholm Institute for Cripples has used psycho-technical tests to examine fitness for particular occupations and is understood to be satisfied with the results.

Union of South Africa

Civilian disabled persons have access to the usual vocational guidance provided by the staff of the employment offices of the Department of Labour for any applicant for work; in the employment interview, these officials attempt to help the job seeker to find employment suited to his qualifications and abilities. In addition, a certain amount of more specialised vocational guidance is provided by the social workers of private organisations subsidised by the Department of Social Welfare.

Disabled ex-volunteers who cannot continue work in their former occupations or trade are assisted to select a new field of work by the Demobilisation Readjustment Officers of the National Readjustment Board. During the first half of 1945, however, the Directorate of Demobilisation set up a special vocational guidance section, the officers of which are to provide counselling for ex-volunteers who must change their employment at the time when the men are awaiting discharge at the dispersal depots.

For the civilian disabled, no special steps have been taken to ensure that vocational guidance is provided for those who wish such help, other than through the vigilance of the employment office personnel. For ex-volunteers, however, attendance at a vocational guidance interview may be a condition of admission to retraining or other readjustment services or even of discharge from the forces, since no ex-volunteer is released until he has been assured suitable employment or training.

Vocational guidance work for both groups is based on the principle that any disabled person should be assisted into the employment in which his disability would affect him least, the object

being to try to find him work where he can, as nearly as possible, render the same service as an able-bodied person.

The employment officers of the Department of Labour who furnish vocational guidance have no special qualifications, but possess a thorough knowledge of employment conditions generally and the capacities necessary for filling any particular job. In guiding disabled persons, they may invoke the aid of the district surgeon regarding the effect of the physical condition of a disabled person on his capacity for particular employment. The Demobilisation Readjustment Officers, who assist disabled ex-volunteers, are generally psychologists, teachers or school inspectors. No special material is available to assist these persons in their guidance work at the present time, but a number of surveys of employment requirements are being made which will indirectly facilitate their work.

United States

For civilian disabled persons, vocational guidance is a responsibility partly of the rehabilitation agency and, so far as it overlaps employment counselling, of the Employment Service. For veterans, additional vocational guidance is available from officers of the Veterans' Administration and the Veterans' Employment Service.

The Office of Vocational Rehabilitation has emphasised the importance of making vocational counselling the mainspring of its whole programme. It runs through each stage of the rehabilitation process, from the initial interview onwards to placement in employment and follow-up supervision. The federal regulations require each State plan to

provide for systematic and adequately supervised case-counselling applicable for the benefit of each client from inception of the case until the plan services are completed. The plan should provide assurance that adequate reports will be obtained at reasonable intervals as to the progress of the treatment and training in each case and that case review will be made on the ground normally on a month-to-month basis and more frequently if circumstances require. In all cases where an outside agency is utilised, suitable arrangements should be made for such review and guidance.

Each local rehabilitation officer is responsible for vocational guidance for the persons with whose cases he is dealing. He may use special technical consultation (such as medical, psychological and psychiatric). He is required to keep in close touch with each person being rehabilitated during each stage of the process and to furnish further assistance and counselling as may be required by the individual. The local officers' reports go through the district and up to the State office as a rule. At this level, part of the duties of the

assistant director for programme promotion are concerned with the development of plans for vocational counselling of the handicapped.

Although at present there are no systematic arrangements in the Employment Service for vocational counselling for handicapped workers, work in that direction has been started. Guidance is an integral part of selective placement work, however, and the staff engaged on this work are trained with this consideration in mind. It is the specific policy of the Employment Service to provide employment counselling service to any applicant who requires and wishes such help, to provide this service in co-operation with other agencies, and to refer to other agencies applicants needing assistance which can be better provided by these agencies. Disabled veterans have an opportunity, both through the hospital interviews and the interview at the local office in their place of intended residence, to receive any counselling assistance they may wish. One of the main functions of the Veterans' Employment Service is to provide this kind of assistance. The Servicemen's Readjustment Act of 1944 specifically provides that educational and vocational guidance shall be made available to all servicemen eligible for assistance under the Act who desire such help; and the Employment Service work is being enlarged to meet this obligation.

The fundamental principle on which guidance work for the disabled is based is finding the ability rather than the disability of each person. It is governed by the attitude that the handicapped are not a distinct group in the population readily distinguishable from "normal" people, but rather that they are "normal" individuals with deviations from a theoretical physical standard. Emphasis is placed on finding their individual abilities, skills, interests and ambitions. In other words, there is little difference in principle between guidance for the disabled and that for all job seekers. In practice, guidance work for the disabled is more individualised and more detailed than has yet been developed for all workers. The significance of vocational counselling of this kind was emphasised by the Office of Vocational Rehabilitation in a statement prepared for Committee hearings of the House of Representatives on aid to the physically handicapped:

It is this area of a rehabilitation programme which is most frequently overlooked and its significance underestimated. Because of the individualised nature of analysis and advisement it becomes impossible to describe or present it statistically. Yet it represents the heart of the programme for the vocational rehabilitation of all types and classes of disabled persons. The future welfare of not only the disabled persons but also their dependants is contingent upon the quality of this service.

Guidance officers specialising in counselling disabled workers are, in practice, officers of the State rehabilitation agencies or of the Employment Service (including the Veterans' Employment Service). The exact qualifications which they must possess are not laid down in detail, but both in the rehabilitation agencies and in the Employment Service, constant and strong emphasis is being laid on in-service training of all staff members engaged in this work. The Assistant Director of the Office of Vocational Rehabilitation, in describing the qualities demanded of "rehabilitation counsellors", stated:

The continuous service that binds the various rehabilitation services into a comprehensive plan for individual adjustment is that of counsel and advisement. Special attention is, therefore, being given to in-service training for State rehabilitation directions and counsellors through training courses conducted by the federal Office.

Certain basic principles in rehabilitation counselling have always been observed, namely, thorough and objective analysis of the individual, his abilities, needs, and problems; sufficient sympathy to see a problem through the eyes of the disabled coupled with sufficient objectivity to recognise and counteract errors of judgment; and interpretation of the essential facts brought to light to enable the disabled person to share fully in determining and carrying out a plan to capitalise assets and minimise liabilities. Now counsellors must learn to unite the medical and vocational services of rehabilitation step by step from the joint diagnoses through to placement in employment.

In the areas of occupational diagnosis and orientation — and in certain types of vocational, social, and attitudinal problems — the rehabilitation counsellors are the specialists although they call upon other specialists for assistance with concomitant problems. For instance, a counsellor must be able to interpret the reports of medical officers for the integration of physical restoration services in terms of vocational adjustment; while the medical officers are the specialists in physical reconstruction. Similarly, with regard to placement services, it is necessary to distinguish between clinical counselling and placement counselling.

Rehabilitation counsellors must also become familiar with many types of work upon which the counsellor draws without being identified with them. His concern may be with training and education, yet he is not a teacher. He makes use of psychological tests and measurements and of psychiatry without being a psychologist or a psychiatrist. He must have knowledge of the regulations and risks of industry without being a factory inspector. In a word, a rehabilitation counsellor must have sufficient knowledge of other services to know when to call upon them and how to use them.

The Bureau of Training of the War Manpower Commission issued a report of an Advisory Committee on Vocational Counselling (entitled *The Training of Vocational Counsellors*), in which was included an outline of the work demanded of vocational counsellors for the disabled. This outline is reproduced in Appendix IV. Some of the States have prescribed standards which the counsellors must meet; as an example, those laid down in Minnesota are included in Appendix VII.

To assure efficiency in counselling, vocational advisers employed by the Veterans' Administration must have certification by the U.S. Civil Service Commission that their qualifications in education and experience meet the requirements set forth in Civil Service announcements. These include at least 5 years of full-time paid experience, of which 3 years must have been in special fields such as placement, personnel management, vocational guidance, occupational analysis, administration, scoring and interpretation of intelligence, aptitude and interest tests, etc. Requirements for the position of associate vocational adviser and assistant vocational adviser or psychometrist are similar, differing mainly in specifying 4 and 2 years respectively of previous full-time experience rather than 5 years. For a limited portion of this specialised experience, graduate study in a university in the appropriate fields may be substituted, on the basis of one year for 8 months of experience. The vocational advisers of the Veterans' Administration for the most part have a doctor's or master's degree in psychology, education, or personnel administration, and special training in the techniques of vocational advisement through courses of instruction provided by the Veterans' Administration, in which there is intensive study of the *Manual of Advisement and Guidance*, and opportunity for some clinical experience in actual rehabilitation cases.¹

Among the tools used by vocational counsellors of the Employment Service are trade and aptitude tests², the *Dictionary of Occupational Titles* (i.e., occupational descriptions covering 80 per cent. of American industry, classified in 21,000 definitions identified by over 36,000 job names), Industry Manning Tables, Job Analysis, Job Descriptions and Job Families, Physical Demands Analysis, and Physical Capacities Appraisal, special aids for placing Army and Navy personnel in civilian life, monographs on professions, and employment market information of many varied kinds, national and local. The local rehabilitation officers of the State vocational rehabilitation agencies also use this type of material, and in addition are provided with pamphlets, reports and other data by the Office of Vocational Rehabilitation and by the State agencies, giving them basic medical information needed for their work and calling attention to various community resources on which their counselling work should be based. There is specific

¹ "Counselling Services of the Veterans' Administration", in *Manpower Review*, Mar. 1945, p. 23.

² There are specific aptitude tests for one occupation (or related group of occupations) and a general aptitude test battery which involves about 3 hours of testing time and can be scored for some 60 occupations. The general test is designed to give a broad survey of aptitudes. Trade tests are either oral or performance tests. Occupational interest questionnaires are also used.

provision for the interchange among the agencies concerned of all materials useful in vocational guidance work for handicapped persons.

Attendance at a vocational guidance interview is purely voluntary for all disabled workers. Guidance, however, is an integral part of both rehabilitation and placement work. Before a person is accepted as a rehabilitation "case" under the federal-State rehabilitation programme, he or she must have worked out, through a counselling interview, a satisfactory rehabilitation plan. If a disabled person goes to an employment office in search of work, and his disability is recognisable, he is referred for placement to the officer or unit in charge of selective placement of physically and mentally handicapped workers; part of the responsibilities of this officer or unit is to provide adequate individual counselling to handicapped job seekers. Counselling interviews are also a continuous part of the rehabilitation programme for war veterans who are disabled.

Steps are taken to bring the existence of specialised counselling in both these agencies to the attention of the various public and private agencies which may come into contact with disabled workers, including veterans, and through publicity of various kinds to the general public. Moreover, the War Manpower Commission Bureau of Training is preparing an *Instructor's Guide* to train placement staff to recognise the need for selective placement among applicants for work.

U.S.S.R.

While the Social Assistance Commissariats of the Republics are generally responsible for ensuring that disabled persons receive proper vocational guidance, much of the initiative for the provision of the guidance lies with the local management committees and trade union "activists" (the trade unionists who voluntarily take on trade union duties of a welfare character). In some plants, for example, the director invites a disabled person formerly employed in the plant to discuss his problems in a personal interview; if the worker is too ill to come in person, factory delegates visit him at home. The aim of the interview is to find out whether the worker can return to work and, if so, what job he can fill, and also to see to his welfare and that of his family. The "activists" explain the work to the disabled person and try to discover his interests and abilities. In many areas, the factory delegates seek the technical assistance of scientific research institutions in their localities in providing guidance for the disabled.

In addition, the officials of the social assistance offices provide guidance, especially for those disabled persons who need to change their type of work altogether or who have never been employed, at least in the area in which they are now seeking work. In guiding men and women towards suitable employment, the officials take into consideration the medical history and degree of disability; the past employment, training and qualifications; family status and occupations; and the individual's personal preferences.

One of the main principles upon which the guidance work seems to be based is that each disabled person has special needs and that consequently a careful individual approach to each one must be made the governing rule of guidance work. Another principle is that vocational guidance for the disabled should not be confined to the choice of a field of work but should extend to all the many parts of the disabled person's life which are affected by his choice of work and should in particular pay careful attention to any psychological problems which may have arisen from his disability. Finally, the essential aim of vocational guidance for the disabled is to direct rehabilitation work towards the recovery of the person's full working capacity, wherever this is within the limits of science and human effort. Thus, every effort is made to encourage the re-establishment of a disabled person at the top of his former skill and to prevent disablement from meaning, unnecessarily, a loss of skill in the national economy and a loss of work achievement to the worker.



The available material shows a significant development of specialised vocational guidance for disabled workers. The chief characteristic of this evolution is the stress placed in a number of countries on continuous vocational guidance from the beginning until the final conclusion of rehabilitation and resettlement. This is closely related to the growing conviction, mentioned previously, that the best approach to the particular problems of disabled persons is to ensure them unrestricted access, on the basis of their capacities, to the facilities provided for all persons and to provide the supplementary services needed to meet any special problems. Continuous vocational guidance must be at the root of the application of this principle; and it is therefore logical that the current development of guidance for the disabled should be directed towards this objective.

A comparison of the arrangements which now exist discloses that in many of the major belligerent countries the facilities for

specialised guidance for disabled war veterans are considerably in advance of those for other disabled persons. In the United States, however, the practice being followed for veterans derives in large part from the work done for civilians by the Office of Vocational Rehabilitation and the Employment Service; and in Great Britain, there is no distinction between the guidance service rendered to disabled war veterans and to non-veterans.

Despite the progress made in recent years, there still appears to be a lack of adequate guidance assistance in most countries. There is, above all, an acute shortage of trained vocational guidance officers with the special technical and psychological knowledge needed for helping disabled persons to understand and make their employment adjustments. This is generally considered one of the chief factors limiting further expansion of specialised vocational advisement. Because guidance for the disabled is a relatively new field of work, very few countries prescribe any special qualifications for counsellors to assist the disabled (other than a requirement of general "suitability" for the work). The qualities on which a number of countries are beginning to lay stress, however, include an understanding of the psychological problems which may arise. It is more widely appreciated that these problems affect the whole process of rehabilitation and must be dealt with on as objective and scientific a basis as possible. The medical aspects of disability are not particularly emphasised, as it is assumed that the necessary information can be obtained from medical reports or consultations.

The lack of trained staff has pointed to the need for special material to help vocational counsellors, many of whom have little specialised training. Several countries have prepared or are preparing such material, either in the form of technical handbooks, special instructions relating to particular aspects of the guidance work, or pamphlets. The United States has done a great deal of useful work in this field, and the materials assembled by occupational analysts and others have served as a guide to other nations. The circulation of such material from country to country would be useful in overcoming the difficulties involved in the current expansion of specialised guidance for the disabled.

Little information is available on the methods of guidance in use. Interviewing is the most common tool of counselling. There is, of course, no substitute for it. Few countries appear to supplement the personal interview with technical or psychological tests or examinations or with aptitude tests of any kind. It is interesting to note, therefore, that experts in Luxembourg hold the conviction that a thorough psycho-technical examination of each person based on medical certificates is an indispensable preliminary

to the provision of realistic vocational guidance. In this field as well, an exchange of information among the various countries might serve a useful purpose.

The steps taken to see that all disabled persons in need of vocational advice make use of guidance facilities vary from one country to another. Few countries have systematic arrangements which ensure that vocational guidance is made available at an early stage after disability has occurred. Yet a great many countries are beginning to lay particular emphasis on this, through such arrangements as have been noted in Chapters III and IV. Most countries provide vocational guidance, as required, when a disabled person applies for assistance either in rehabilitation or in finding employment or training. It is voluntary, as a rule, but in some cases rehabilitation assistance is conditioned on the acceptance of an approved individual plan worked out almost entirely through counselling. Where guidance is an integral and continuous part of the whole rehabilitation process, it tends to become an automatic step in each stage of rehabilitation.

In the last analysis, the only permanent method of widening the use made of vocational guidance in the rehabilitation programme is by improving both the staff engaged in vocational counselling and the methods of work. Some countries are already making efforts in this direction and it is highly probable that the experience gained by the armed forces will be of the greatest value in the development of specialised vocational guidance work for all disabled persons. It is certainly a field ripe for research and experiment.

CHAPTER VI

TRAINING AND RETRAINING

The organisation of the training of disabled persons does not differ substantially from that of non-disabled persons. In fact, the great majority of persons who fall within the national definitions of "disabled" for employment purposes are trained under exactly the same conditions as able-bodied persons. Nevertheless, the development of training schemes appropriate for the whole disabled population presents a number of special problems to be solved within the frame of the rehabilitation programme as a whole, on the one hand, and the general training programme for all workers, on the other. Some disabled persons, especially at the outset of a retraining course, may have difficult psychological problems of adjustment to meet; others may have individual work difficulties, perhaps demanding a modification of the curriculum or of other conditions of training; and still others are unable to follow any course of training organised on standard lines. Thus, while the ordinary training programmes provide the best solution for many disabled persons, there is an obvious need for supplementary specialised retraining programmes adapted to the requirements of the disabled.

Where disabled persons are trained in company with able-bodied workers, the major problems are the prevention of discrimination against them not based on their work capacity, and ensuring that they have full opportunities for receiving training in all the various trades and occupations in accordance with their individual merits. Where disabled persons are trained in specialised courses or centres, the problems are equally stubborn, but somewhat more numerous. The individual approach must be far more dominant; and the facilities must therefore develop in the light of individual requirements rather than in conformity with a standardised pattern. Whether the disabled are trained alongside or separate from the non-disabled, a number of problems arise which are common to both groups. These include such questions as the selection of a course of training appropriate from a medical and vocational point of view, the adaptation of conditions of training as may be necessary, and the supervision of general progress and welfare. It may be said that these problems do not differ from those which would arise

in the training of all workers. While that may be true theoretically, in practice relatively little has been done for all workers in these matters and consequently there may be a special need for something to be done for disabled persons.

In most countries, facilities for the training and retraining of disabled persons are limited in relation to the immediate need for them. In consequence, the problem arises whether or not to introduce particular preferences — in particular, for war veterans — in access to the facilities which are available. Since facilities are limited, a more general and more serious problem is whether or not, in present circumstances, any special measures may be needed to ensure adequate training opportunities for disabled persons, for example, by compelling or inducing employers with suitable facilities to train disabled persons in their establishments and thus to supplement training provided in schools and centres. There is general agreement that compulsion should be avoided as far as possible. If any compulsion is found necessary, it may take a variety of forms and be either direct or indirect. If persuasion is used, it too may vary considerably, and in some cases be reinforced by substantial financial incentives, and in others be confined to propaganda and educational campaigns of various kinds.

In any case, the policy and practice of employers and trade union organisations is bound to be a decisive factor in the development and success of retraining programmes for disabled persons. Training is necessarily conditioned by potential employment opportunities; and so far as these opportunities are affected by the action of employers and trade unions, training opportunities will also be limited. For this reason, an essential feature of every aspect of training for disabled persons must be the organisation of close and continuous management-labour co-operation.

Since there are disabled persons in each occupational section of the population, the retraining programme must include provision for facilitating their training in agricultural as well as industrial work, in the professions and independent work and in all the various forms of economic activity. In most cases, the solutions for the disabled would logically be sought in access to or modification of existing training arrangements for all persons seeking to enter these fields of work. Moreover, a number of disabled women may have special needs which cannot be met through the general retraining projects. Finally, there may be a need for home training for seriously disabled persons who cannot leave home easily but who, after retraining, would be capable of some form of productive work.

Given the wide variety of existing training schemes for the training of disabled persons, it is impossible here to do more than

to describe briefly the general arrangements and to note some of the principles governing their development.

NATIONAL ARRANGEMENTS

Australia

General Policy and Organisation.

As a matter of policy, disabled persons are to be retrained in company with able-bodied workers wherever this is possible. Thus, many of the disabled will use the facilities set up under the Commonwealth Reconstruction Training Scheme which is administered by the Commonwealth in co-operation with the States. Training is provided by one of two methods: first, training in technical schools until the trainee attains a standard of proficiency for which not less than 40 per cent. of the award minimum wage would be payable in the occupation for which he is being trained; and, secondly, training in industrial establishments approved by the representative industrial committees as suitable establishments for basic training purposes until the trainees attain a proficiency of 40 per cent. One of the more striking features of the training scheme, and one which is related to the training of disabled persons under the scheme, is the important part played by employers' associations and trade unions in the administration and application of the training programme. Provision has been made for the inclusion of their representatives at all levels of their administration.¹

The Government is also making provision under the Re-establishment and Employment Bill for special facilities so that

¹ Membership of the Central Reconstruction Training Committee includes the General Secretary of the Australasian Council of Trade Unions and a representative of the employers, while on the State regional committees employers and employees are represented by prominent officers of their respective industrial organisations. In order to ensure that vocational training shall be closely welded to the requirements of industry, industrial committees either have been, or will be, set up within the States to cover each trade or group of trades in which it is desired to provide training. Generally these committees consist of one or two representatives from the employer organisation concerned and one or two from the relevant union. The chairman of each of these industrial committees is the head of the technical training system in the State, who, for the purposes of the training scheme, holds the office of Deputy Director of Industrial Training. Specific duties of these committees are to advise the regional committee generally on training in the callings concerned, on the facilities for training, and on improvements necessary for the efficient conduct of training in training institutions, on quotas to be trained, having in mind the absorptive capacity of the trade, and on suitable firms for placement for "on the job" training. Further, they regularly reassess the proficiency and progress of trainees, look into any disputes between trainees in industry and their employers, and assist in bringing about the closest co-ordination between training in the school and "on the job". It is reported that trade representatives concerned are devoting their time freely and unstintingly to the job and the measure of co-operation and enthusiasm evidenced to date has been most gratifying. (*Industry and Trade*, May 1945.)

voluntarily registered persons, who because of disability are unable to find suitable employment, may be enabled through retraining to obtain work or to undertake normal pre-vocational training.

A general preference is established for disabled ex-service personnel in the use of existing training and retraining facilities. No special projects have been found necessary for disabled women; they are admitted according to their qualifications to existing training courses in appropriate cases.

Plans are being made to extend agricultural training and it is considered that many disabled persons will be able to benefit from these projects. The courses are to be linked closely with the settlement opportunities under the Servicemen's Settlement Scheme.

Selection of Trainees.

Care is taken to ensure that disabled persons enter a course of retraining suited to their abilities and to prospective employment opportunities for them. Interest is being taken in the development of testing procedures of various kinds to facilitate the selection of a suitable course.

For ex-service personnel, the routine for discharge includes discussion of retraining opportunities for men no longer able to follow their former occupations. This is done, as a rule, by the Rehabilitation Section of the National Service Offices. If retraining is decided upon, the man is given an introduction to the authorities responsible for a training scheme which might be suitable, and his eligibility for retraining is determined by the selection officers of the training scheme.

Conditions of Training.

As a rule, disabled persons who receive training in ordinary schools and centres work under the same conditions as all other trainees. Under the scheme for all workers, training allowances vary from £3 5s. to £5 5s. per week for all classes of full-time trainees, and equipment such as books and tools is granted by the Commonwealth until not less than 40 per cent. proficiency is attained, when the trainee is placed in employment at full award rates by the manpower director. The Commonwealth reimburses the employer the difference between the award rate and the periodically assessed value of the trainee's efficiency.

The Re-establishment and Employment Bill provides that, under the special facilities to be set up for disabled persons, expenses and prescribed living allowances may be paid for a period of 3 months, which may in special circumstances be extended to 6 months. In the interim period before the establishment by the

Commonwealth of a complete scheme of vocational training for ex-service personnel, the Repatriation Commission was responsible for paying sustenance to disabled servicemen who were receiving training designed to overcome a handicap due to a service-connected disability.

A number of disabled persons are trained in approved industrial establishments in which the conditions of training tend to vary to meet the individual need of the disabled trainee.

In general, the period of training ranges from 3 to 12 months according to the trade or occupation in which the training is given and the initial qualifications, aptitudes and progress of the trainee.

Further Education and Training.

Disabled ex-service personnel are eligible along with other ex-servicemen for training for all professions. The training is organised under the general scheme, with the same living allowances, etc., and full use is made of existing universities, technical colleges and similar institutions.

Belgium

General Policy and Organisation.

The vocational retraining of war-disabled persons is one of the functions of the National Institute for War-Disabled Persons, a public undertaking dating from 1919. On the basis of its own experience and taking into account the expansion of vocational education throughout the country before the German occupation in May 1940, the Institute decided against the establishment of any special retraining centre for disabled persons and in favour of retraining the disabled in company with able-bodied workers. Several considerations influenced this decision. First, the organisation and equipment of a special centre, in which there would have to be general instruction and training in some 20 trades and in two languages, would have been too costly; and machinery and raw materials would also have been lacking. Secondly, if a special centre were set up, the disabled persons, among whom are a number of married men and young girls as well, would have had to leave their home and family environment for a considerable length of time (two, three or four years in some cases). This situation would be highly undesirable for moral and social reasons. Moreover, when disabled people remain at home, they are far more in touch with the realities of life.

As a matter of policy, therefore, the disabled are retrained, wherever possible, in company with the able-bodied, in the different

technical schools and institutions scattered all over the country. Cripples are often retrained, however, in special schools, adapted to their particular needs. Moreover, some disabled persons are placed in apprenticeship with private employers or with qualified journeymen. The Ministry of Economic Affairs had set up, before 1940, apprenticeship secretariats in the main cities and regions of the country. This network has been found useful by the Institute in locating employers willing to take on disabled persons as apprentice-trainees.

So far as possible, the disabled are retrained in their former occupation or one closely related to it. Where a change of occupation is required, the decision is taken after full account of the person's preferences as well as his limitations. By July 1945, some 500 war-disabled persons had already taken or were following a vocational retraining course. Some had completed their apprenticeship and had been placed in normal occupations. Results so far were considered to be most satisfactory.

The retraining of disabled persons with an amputated arm or certain chronic illnesses who have always been unskilled labourers and who lack education has been difficult. The Institute has tried to supplement the general education and training of such persons and to prepare them for suitable easy work within their capacity.

The Institute, in drawing up the methods of retraining war-disabled persons, was able to call on a competent group of authorities, including a number of doctors. It has also procured the co-operation of the public authorities concerned with training and employment activities. Its task has been facilitated by the widespread public demand that everything possible be done to help the war-disabled back into useful and congenial employment.

Selection of Trainees.

The selection of trainees is carried out by the Institute. As a rule, only disabled persons who are totally or partially incapable of resuming their former occupation without retraining can be admitted to rehabilitation courses. The Institute works with vocational guidance boards, which serve in an advisory capacity, to determine a course of training suited to the qualifications and preferences of the disabled person.

Conditions of Training.

Thanks to the fact that technical schools, apprenticeship opportunities and schools for the crippled are scattered all over the country, war-disabled persons are usually able to follow retraining courses near their homes. These schools are inspected

regularly by the Directorate of Technical Education of the Ministry of Economic Affairs and the quality of the training is therefore high. When the trainee's home is too far from a suitable school or workshop, he may stay at a Red Cross centre during his training.

All the costs of training — including fees, school supplies, tools, travelling expenses, etc. — are borne by the Institute. Disabled trainees are granted an allowance to provide for their personal needs during the training course. Loans may also be granted.

Supervision over apprenticeship training for disabled persons is exercised by Inspectors of Technical Education, to ensure a proper standard of instruction, appropriate conditions of training, etc. During apprenticeship, the person undergoing the training may receive special bonuses, as well as an allowance, and the other costs of his apprenticeship (materials, tools, etc.) are borne by the Institute.

Brazil

The organisation of vocational retraining for disabled persons, both civilians and members of the armed forces, is regarded as of primary importance in the total rehabilitation programme.

The revised accident compensation legislation of 1944 specifies that vocational rehabilitation shall include suitable training or instruction in special vocational schools. The system under which the schools are to operate and the conditions under which the instruction is to be furnished are to be prescribed by Government regulations.

Legislative Decree No. 7380 of 13 March 1945 provides for the establishment by the social welfare institutions, preferably by joint action, of vocational retraining services for insured persons whose capacity for work has been impaired.

Legislative Decree No. 7270 of 25 January 1945 provides for the creation of similar services for disabled members of the armed forces covered by the Decree. Officers retired by reason of disability are to be retrained with a view to enabling them to work in an occupation suitable to their qualifications. For enlisted men who were employed in public or semi-public service, retraining is to aim at their reinstatement in the same or another branch of the administration. For those who were in employment with a private employer, retraining is to be directed towards their re-establishment in the same or related occupation or trade.

Measures are being taken to facilitate the application of these Legislative Decrees.

*Canada**General Policy and Organisation.*

The training of disabled persons is primarily the responsibility of the Canadian Vocational Training Programme, organised on a Dominion-provincial basis by the federal Department of Labour. In principle, the disabled, whether civilians or ex-service personnel, receive training in company with able-bodied workers wherever possible. So far as veterans are concerned, there is reported to be only a very slight discrimination against disabled persons as trainees; on the whole, they are able to enter training courses on their own merits. For civilians, however, there has been a more noticeable reluctance on the part of some employers to take in for training or employment individuals whose disablements, in their opinion, render them more liable to further injury.

Under the training programme, the training is provided through vocational and technical schools and centres and in employers' establishments. Efforts are being made to broaden in-plant training opportunities. No compulsion is placed upon employers with suitable facilities to train a reasonable number of disabled workers. The Special Placements staff of the Employment Service is promoting the need for such training, however, and making efforts to persuade employers to do their part. The Department of Veterans' Affairs reports that there has been no difficulty in inducing any employer to train disabled veterans, partly because of the provisions for subsidising in-plant training for veterans made in the Post-Discharge Re-establishment Order.

Women are trained on the same basis as men and no special arrangements are made for them. In the case of ex-service women, the Rehabilitation Board approves applications for training in the same way as for men and can exert its influence to prevent them from entering unsuitable courses.

A general preference in admission to all forms of training is granted to ex-service personnel. Many employers, in particular, have a fixed policy of preference for war veterans in their in-plant training plans. Under the Post-Discharge Re-establishment Order, all veterans are entitled to receive training, irrespective of whether they are disabled or not, but a disabled veteran eligible for pension may have a longer period of training where necessary to complete his re-establishment.

Finally, the training of disabled persons, and of war veterans in particular, is based on the conviction that they should be retrained in terms of their abilities for work which will offer them a future and which they can perform as efficiently as any non-disabled person.

Special training schools for disabled persons have not been set up, with the exception of those for particular groups of the disabled (e.g., the blind).

Selection of Trainees.

The procedure for selecting disabled persons for training or retraining varies according to the establishment or industry, or to the training school or centre. There is little uniformity of policy, and the final decision lies, in almost all cases, with the authorities in charge of the individual training establishment or plant. In addition to interviewing a person before admitting him to training, aptitude tests may be used.

Disabled veterans make application for training to the Rehabilitation Board of the Department of Veterans' Affairs. The Board is the final authority for deciding whether or not an individual will benefit by the proposed training course, having regard to his capacity, aptitudes and experience. Once his application has been approved, his case is turned over to the Canadian vocational training authorities. The procedure is being modified so that Casualty Rehabilitation Officers will make a study of the feasibility of the jobs selected before the training programme is approved and before filling out the claim for training benefit.

Conditions of Training.

There is no direct medical supervision over the disabled workers who participate in the regular training courses established for all workers. Veterans, however, may always be referred back to the nearest Department of Veterans' Affairs clinic, and civilians whose rehabilitation is under the supervision of the Ontario Workmen's Compensation Rehabilitation Department also receive continuous care as required. No special rest periods or other conditions are established, so far as information on this question is available.

Payments during training are made to disabled veterans on a scale established by the Department of Veterans' Affairs, but there is no uniform system for making comparable payments to civilian disabled persons undergoing retraining.¹ A disabled veteran continues to draw his pension while in training, but the living allowances paid to such veterans are scaled down. Thus, a single non-pensioner draws \$60 a month vocational training allowance, whereas a 5 per cent. pensioner draws a total (allowance plus pension) of \$61.50 a month, and a 100 per cent. pensioner draws \$105 a month. If the allowances were not scaled down, a 100 per

¹ This is a matter for Dominion-provincial agreements; these have been prepared and are awaiting ratification.

cent. pensioner would draw 100 per cent. pension (\$75) plus \$60 training allowance, or \$135 a month.

Further Education and Training.

Arrangements are made for all veterans, disabled or not, to secure higher education and training; during their course they are entitled to educational allowances (as for vocational training). No special educational arrangements have been found necessary for civilian disabled persons.

Home Training for Seriously Disabled Persons.

Information is not yet available whether any local arrangements have been made to provide home training for seriously disabled persons or whether there is an appreciable need for such arrangements.

Chile

General Policy and Organisation.

As a general rule, the retraining of disabled persons is carried on separately from that of able-bodied workers. Aside from the special schools for the blind and for deaf-mutes, and special institutes for old persons whose health is impaired, the compulsory Workers' Insurance Fund has created two centres for the retraining of disabled persons. One of these, in Santiago, specialises in the training of persons suffering from bone tuberculosis, and the other, in Valparaiso, caters for all types of disabled persons. The Valparaiso centre provides training in carpentry and toy making.

No preference is accorded any class of persons in the use of the facilities available.

Selection of Trainees.

The disabled persons admitted to retraining are selected, for the most part, by the directors of the centres, under the supervision of the directors of the Insurance Fund.

Conditions of Training.

As a rule, no payment is made to the disabled persons undergoing retraining, but they receive full instruction and in many cases free lodging, meals and clothing. In addition, persons who produce, during training, articles for sale or on a commission basis are entitled to the proceeds of their work.

Further Education and Training.

There are no special arrangements to assist disabled workers to pursue courses of higher education or technical training. Occasionally, however, this is done in accordance with the judgment of the directors of the training establishments.

China

The Disabled Soldiers' Vocational Association has set up a special institute for the retraining of disabled soldiers. Its work is still on a small scale but is organised to meet the practical needs of the situation with the resources available. There are four regular courses, training the men as clerks and secretaries, tailors, printers and tradesmen. The institute is managed by the trainees themselves, on a co-operative basis, with much of the administrative and other work done by the men themselves.

*Denmark**General Policy and Organisation.*

Disabled persons may receive training in a variety of ways. The Invalidity Insurance Court is responsible for finding suitable training vacancies, usually in existing schools, institutions or centres, but also in apprenticeship with private employers in some cases, for persons receiving disability pensions; special schools are organised by the various associations catering for particular groups of the disabled; and the Employment Centre of the Ministry of Labour and Social Affairs also provides training.

The work of the Rehabilitation (literally "Work") School is of considerable interest. The school is an autonomous, State-subsidised institution set up in 1932 on the initiative of the National Association for the Crippled and Maimed, the joint trade union organisation of Copenhagen, the Federation of Sickness Funds, and the Organisation of Sickness Fund Doctors. Later, the municipality of Copenhagen joined the governing body. The object of the school is "to help persons to regain their working capacity after an accident or sickness", with a view to restoring their working capacity to the greatest possible extent.

The functions of the school can be divided into three main groups: (1) training; (2) investigation of possibilities of employment, including fitness for starting an independent business; and (3) observation of working capacity. Training is given in cases where the invalidity, from the purely organic point of view, is less serious in character, and may be expected to be overcome by

practice and experience and a general habituation to work. Employment possibilities are investigated where the disablement is such as to prevent the person in question from resuming his former work even after training, or, for persons who have not been employed before their disability, from beginning gainful employment in normal competitive conditions. Working capacity is observed in cases where there is a discrepancy between what the person can do and the disability from which he is suffering, and where the Invalidity Insurance Court considers that a clearer idea of his actual work capacity can be obtained through observation at the school. The case may be referred by the Court to the school in connection with a pension decision, or when a question arises as to the need for special rehabilitation measures.

For the purpose of fulfilling these functions, the school engages in a number of trades. It has workshops for bookbinding, carpentry and shoemaking, a small smithy, a cement foundry, a garden, retail stores, etc. The whole work is organised, with due regard to the objects of the school, in such a way as to approximate as closely as possible to normal economic conditions.

There is, however, considerable overlapping between the three functions. Training may be found insufficient in a particular case and may therefore end in an enquiry as to the possibilities of employment; an enquiry may show that only training can serve the purpose; and an observation of working capacity often ends in rehabilitation measures, just as it may itself serve in many cases as a training experiment. The number of persons at the school undergoing training has been found to be about 18 per cent. of the total number.

In most cases, disabled persons are sent to the school by the invalidity insurance institution, which in that case pays the fees. Some are sent by other authorities, such as sickness funds, the accident insurance institution, or local authorities. They are usually kept at the school for about three months, but in addition there are a number of permanent officers, mainly disabled persons, who are responsible for the permanent daily operation of the various activities of the school. Lastly, the school has apprentices to a number adjusted to its size. From its opening up till 1 April 1944 it had been attended by about 1,200 men and women.

Other than the apprenticeship arrangements of the Invalidity Insurance Court, there have been no comprehensive efforts to induce private employers with suitable facilities to undertake the training of a reasonable number of disabled persons. The question whether or not action along these lines would be useful is now under consideration.

Selection of Trainees.

The selection of trainees is made by the various agencies which are responsible for ensuring that retraining is made available for disabled persons — the Invalidity Insurance Court, the Employment Centre of the Ministry of Labour and Social Affairs, and the various specialised welfare organisations for particular groups. In cases of doubt, the Rehabilitation School is used, as has been noted, for experimental training or observation of working capacity or general qualifications, and the results are useful in selecting the trade or occupation in which retraining will be given.

Conditions of Training.

The trainees in the workshops of the Home for Cripples receive their maintenance free of charge, but in addition to that, only pocket money. Persons holding disability pensions who are placed by the Invalidity Insurance Court for the purpose of training receive the usual apprenticeship wage from the employer. Only in very exceptional cases has the Court, after having obtained exemption from the Apprenticeship Act, paid all or part of the apprenticeship wage. Since the apprenticeship wage is rather low and as a rule only those apprentices who live at home can manage on it, the Court makes a grant for board and lodging and for covering the cost of personal requirements, clothing, etc.

Persons attending the training institutions for the disabled are usually paid at time rates in accordance with the Employment Act. Where desirable, however, the work may be performed by the piece and paid for at piece rates.

Any disability pension being paid is normally withdrawn when work is obtained. In the case of short-period training, however, the disability pension may be retained at the discretion of the Invalidity Insurance Court in any particular case.

Further Education and Training.

In suitable cases, the Invalidity Insurance Court grants assistance for higher education. Persons holding disability pensions are given priority in scholarship assistance.

*Finland**General Policy and Organisation.*

The Act of 7 August 1942 provides that a war-disabled person who is unable to resume his former or a comparable occupation but who, after retraining, would be capable of work, is eligible for

vocational training after his case has been considered by the Vocational Rehabilitation Department. The training may be given through special courses given or approved by the Department, or in an approved educational, vocational or technical education institution or an agricultural or forestry training establishment, or in an agricultural, forestry or industrial undertaking or workshop belonging to the State, a local authority, an association or a private employer, or in such other manner as may be specified by Order.

A large number of disabled persons take regular training courses in company with able-bodied workers, and in addition special training courses are organised for the disabled. In general, the war-disabled are in a better position than other disabled persons at the present time, since facilities for training are scarce in relation to the demand for them.

During 1944, there were 44 courses in which disabled persons were participating, and some 871 disabled persons had been or were being provided with some form of training. At the Rehabilitation Centre of the Helsinki Foundation for the War-Disabled, which accommodates some 200 trainees, there were courses for mechanics, turners, welders, shoemakers, tailors and draftsmen. The Foundation also runs an agricultural vocational school, which can train about 100 disabled persons for agricultural pursuits. At the Helsinki Institute for Vocational Rehabilitation (with a capacity of 60 trainees), there were courses for turners, electricians, radio servicemen, automobile mechanics and watchmakers. At the trade school for disabled persons at Westend, there were courses for watchmakers, goldsmiths, mechanics, metal-working craftsmen and gardening. The work centre at Saari provided instruction in farming and gardening, the repair of agricultural machinery and blacksmithery, shoemaking and the marketing of agricultural tools and supplies. Other courses provided in the provinces included massage, forestry, oven masonry and bicycle repairing. It is pointed out that the courses are arranged so as to provide the disabled persons concerned with trades which they can practice with good prospects of success in their home districts.

Some of the training is organised in residential centres, such as the Rehabilitation Centre and the Agricultural Training School of the Foundation for the War-Disabled. These courses are arranged especially for more seriously disabled persons.

No special projects have been launched as yet for disabled women, but women are not excluded from those courses already arranged, which are appropriate to their capacities.

Employers are not obliged to provide training for disabled persons. The Office of Vocational Rehabilitation reports that they

co-operate effectively and are willing to take on disabled trainees to the limit of the facilities of their establishments.

All of the training arrangements are supervised by the Office of Vocational Rehabilitation, and in the special schools and centres the instruction is based on standards set by this Office.

Selection of Trainees.

Admission to training is based on the formal application of the disabled person concerned. Each war-disabled person is examined with respect to technical qualifications and psychological reactions and outlook (as noted in the previous chapter) and the results of this guidance interview serve as a guide to the selection of an appropriate training course. Medical reports are also used to assist in selecting the course. For the first two months, the trainees are on probation, with a view to ensuring that the course chosen is in fact suitable.

Conditions of Training.

For those undergoing training in company with the able-bodied, no special medical supervision or rest periods have been found necessary. In the special courses which are residential in character, however, there is continuous medical supervision. During training, the disabled persons receive free board and an allowance of 75 marks weekly. Their families are paid an allowance equal to the man's monthly wartime pay. If the person is in receipt of a pension, he does not receive the so-called complementary addition to the pension which might otherwise be payable. The payments made are the same in amount whether the person concerned is a war veteran or not, but in practice the training provided is confined largely to the war-disabled at the present time.

Further Education and Training.

Within the limits of current possibilities, facilities are being arranged whereby the war-disabled will be assisted to obtain higher education and training, suited to their abilities, and in conformity with the needs of the economy.

Home Training for the Seriously Disabled.

No arrangements for home training have been made, but seriously disabled persons are generally given handicraft training in the hospitals.

France

A Decree of 1 May 1945, governing the occupational re-establishment of specified categories of servicemen, deportees and civilians whose employment careers were interrupted by resistance to the enemy, provides for the retraining of disabled persons who are covered by the Decree and are unable to take up their former work. Such disabled persons are given first priority in the use of all public or private training and upgrading facilities.

The general policy is to train disabled persons in company with able-bodied workers wherever possible, not only because of the psychological advantages of non-segregation, but also because the acute shortage of training facilities of all kinds requires that the strictest economy be practised in their use. The training is given in centres operated directly by the State, in centres subsidised by the State, in private undertakings, or in schools or institutions.

In order to be admitted to training, the worker must apply (within a year of his return to civil life) to the district Labour and Manpower Office. Specially trained vocational guidance officers are available to advise him concerning the choice of a new trade or occupation. While in training, the disabled person continues to receive the disability pension to which he is entitled, and, in addition, is paid, as a rule, either the wage fixed for certain categories of workers or a wage plus a bonus for good work, which add up to the wage paid to an entering worker in the trade being learned. If the workers are obliged to live away from home during training, they receive an additional maintenance allowance, on the same basis as that paid to temporarily transferred workers. The calculation of the wages to be paid during training, which varies with the method of training, is set forth in detail in a Decree of 29 July 1945.

Training is on a voluntary basis except that it may be required if a person covered by the Decree wishes to make use of the employment priority to which he is entitled under other provisions of the Decree and the Labour and Manpower Office considers it necessary to supplement the worker's vocational qualifications before placement can be made, or if the worker is unable to find any suitable employment without retraining.

The conditions in which the training will be carried out are included in an individual contract signed by the trainee, the head of the retraining centre or establishment, and a representative of the Ministry of Labour and Social Security.

*Great Britain**General Policy and Organisation.*

The training of disabled persons is carried on under the supervision of the Ministry of Labour, in accordance with the provisions of the Disabled Persons (Employment) Act, 1944.¹ Whenever possible, disabled persons are trained in company with able-bodied persons. There is no discrimination against them as trainees, and they are able to enter training on their merits. The advantages of training the disabled in company with able-bodied workers have been stressed by the Interdepartmental Committee, in its report, and by the Minister of Labour and National Service. The latter stated, in reply to a question in the House of Commons on 4 November 1943, that he was "against separate disablement training centres, except for special cases", adding:

I think that it is preferable to train disabled men with able-bodied workmen, rather than to isolate them.... It depends on the particular case. In the main, they are being trained alongside able-bodied men or in separate parts of the same training centres, the idea being to associate them with able-bodied men, to make them forget their own condition. We regard this as the best way.

Where, however, the disabilities make normal training difficult or impracticable, as, e.g., where the trainee's movement is severely restricted, special courses of training are set up for disabled persons in Government training centres. For the more seriously disabled, whose needs are best met (at least at first) in a residential centre, special courses are arranged.

There are 14 Government training centres, 3 residential centres and a number of technical colleges where disabled persons are receiving training. The number of centres will be increased as necessary after the war. In addition, arrangements are made for training with employers where this is considered to be the most suitable method.

¹ Article 2 of the Act states:

Vocational training courses. (1) The Minister of Labour and National Service (in this Act referred to as "the Minister") may with the approval of the Treasury provide, or make arrangements for the provision by other persons of, facilities (in this Act referred to as "vocational training courses") for the training of disabled persons, not being under the age of sixteen years, who are in need of training in order to render them competent to undertake employment, or work on their own account, of a kind suited to their age, experience and general qualifications.

(2) The Minister may make arrangements with any other Government department for the exercise by that department of any of the powers conferred on him by this section.

(3) Where the Minister or any other Government department makes arrangements under this section for the provision of a vocational training course by other persons, the Minister or that department may defray or contribute towards the cost incurred by those persons of the provision of the facilities.

Training is now provided in the following occupations:

Bricklaying	Leather-goods making	Storekeeping
Carpentry	Needlework	Surgical appliance making
Coach painting	Paving and flag dressing	Tailoring
Commercial subjects	Plastering	Telephone switchboard
Cooking (large-scale)	Plumbing	operating
Draughtsman (engineering)	Pottery	Terrazzo and mosaic
Fitting (engineering)	Radio mechanic	working
Gardening	Retail distribution	Turning (engineering)
Hairdressing	Saddlery and harness	Typewriter mechanic
Handyman	making	Watch and clock repairing
House painting	Sheet-metal work	Welding (oxy-and electric)
Inspection (engineering)	Slating and tiling	Wood machining
Instrument making	Spray and brush painting	

Under the Disabled Persons (Employment) Act, preference is accorded to disabled persons who have given whole-time service in the forces (including the women's services) or the merchant navy; this preference only applies in so far as the available facilities are not adequate for both groups.¹ Disabled women are eligible for training or retraining on the same basis as men. One of the residential centres caters specially for severely disabled women, and the occupations taught include telephone-switchboard operating, parachute machining and other sewing operations.

Employers with suitable facilities are not required to train any specified number of disabled persons, but steps are taken to enlist their full co-operation and that of the trade unions concerned. The Ministry of Labour directed the attention of employers and workers in the chief industries concerned with the retraining of disabled persons to the need for training, and requested that each industry should examine and report on a scheme for the vocational training of persons within the industry. In a number of industries,

¹ The Act states:

The Minister shall so exercise his discretion in selecting persons for vocational training and industrial rehabilitation courses and facilities under section fifteen of this Act at any time while it appears to him that they cannot for the time being be provided for all persons in need of them, and in selecting persons registered as handicapped by disablement with a view to submitting their names for engagements, as to secure that, so far as consistent with the efficient exercise of his powers, preference shall be given to persons of the following classes, that is to say—

(a) men who have served whole time in the armed forces of the Crown or in the merchant navy or the mercantile marine; and
 (b) women who have served whole time in any of the capacities mentioned in the First Schedule to this Act.

these schemes are now nearing completion. The Ministry of Labour asked that special consideration should be given to:

- (1) The occupations in which training should be given to disabled persons.
- (2) The curriculum of training and the standard of efficiency to be obtained during training in each such occupation.
- (3) The type of training course to be provided, e.g., in employers' establishments, or in Government training centres, or technical colleges, or other centres under the Ministry's auspices.
- (4) The general standards of suitability to be applied in selecting disabled persons for training in the various occupations.
- (5) The arrangements to be made for the employment of disabled persons after satisfactory completion of training.
- (6) The number of persons to be trained in a given period in the various occupations.

An example of the preliminary replies provided by the employers' and workers' organisations in one industry, the boot and shoe industry, is given in Appendix VIII.

No information is available regarding the number of disabled persons in training with private employers. In reply to a question in the House of Commons on 26 April 1945, the Minister of Labour stated: "Many private firms are training disabled ex-servicemen, but I regret that statistics regarding the number are not available".

Finally, a scheme for land training for disabled persons was worked out by the Ministers of Labour and of Agriculture and announced in April 1945. This scheme is generally similar to that for non-disabled persons. Those of the disabled who wish such training apply to the nearest local office of the Ministry of Labour and National Service. If considered eligible and *prima facie* suitable for such training, the applicant is then referred to the appropriate County War Agricultural Executive Committee.¹ The final decision whether or not a disabled person is suitable for training for a livelihood on the land rests with the Ministry of Agriculture and Fisheries. Normally, applicants who seem unlikely to be capable eventually of earning the full minimum agricultural wage are not accepted for training, but an exception may be made for persons whose disability compels them to undertake open-air work. Successful applicants without previous experience are placed on selected farms, market gardens or similar establishments for up to 12 months' practical training. They are State trainees, not paid workers, and, like non-disabled persons, are given standard allowances by the State during the period of training. An employer providing training is required to make a contribution to the State for the value of the

¹ This is normally the committee for the county of residence, but where the applicant expresses a preference for training in some other county, his application is sent to the War Agricultural Executive Committee for that county.

trainee's services, in accordance with a scale to be agreed by the Government with the County War Agricultural Executive Committee. The training employer may also be required to undertake to employ the trainee for at least 12 months after the end of the training period. Trainees are accommodated on farms, or in lodgings or hostels near their place of training, and so far as possible the wives of married trainees are lodged with their husbands. Suitable applicants with agricultural or horticultural experience who wish to qualify as foremen, bailiffs, farm managers and the like may be given one-year courses of the farm institute type at training centres to be set up in a number of counties.

Selection of Trainees.

The selection of disabled persons for training is the responsibility of the Disablement Rehabilitation Officer. If, after the hospital and local office interview, a course of training is recommended, the man is admitted to a Government training centre. At the centre, he is examined by the centre doctor to ensure that the suggested training is suitable to his physical capacities.

The problem is more difficult at the residential centres, where the severely disabled man's capacity is not so easy to assess. His progress in his chosen trade is carefully supervised, however, and if it is unsatisfactory from any point of view, the training trade may be altered after consultation with the medical officer and the technical advisers.

Conditions of Training.

The training is arranged as near as possible to the disabled person's home, but those living in areas where suitable facilities are not available are expected to go to another area. The length of the training varies according to the occupation, and often according to the disability of the individual, but for the majority a period of about 26 weeks' training is required. The normal training hours may be reduced where necessary for disabled workers in ordinary training courses. Provision is made wherever possible for medical supervision to ensure that the training is suited to the particular disablement. At the training centres, the centre medical officer gives advice as necessary and examines the trainees periodically. In addition, at the residential centres, an orthopaedic surgeon attends twice weekly to examine orthopaedic cases.

Disabled persons in training with able-bodied persons receive the same training allowances as the latter.¹ These allowances have been calculated so as to be higher than unemployment benefit, but in general not higher than the wages likely to be received in the first employment after training. Disabled persons training in special classes or at residential centres are paid training allowances varying according to marital status and dependency and according to whether the disabled person lives at home or in lodgings or residential centres. Daily travelling expenses, where necessary, are paid by the Ministry of Labour, and if a trainee living away from home continues to maintain his home an additional allowance of 23s. per week is paid. Payments to disabled persons under the special scheme and to all trainees under the ordinary training scheme are generally comparable in net amount. Exact parity between the two schemes is not possible, because the one contains the element of additional allowances for dependants, and no deductions for tax or insurance, while the other is based on wage rates, with no dependants' allowances, but subject to deductions for tax and insurance.

Further Education and Training.

Disabled persons, if otherwise eligible, are admitted freely on their merits to the benefits of the Further Education and Training Scheme. This scheme is primarily to assist qualified persons whose education or careers have been interrupted by war service to undertake or continue educational training beyond the secondary school level.² Moreover, the Disabled Persons (Employment) Act gives the Minister of Labour authority to provide, through the Appointments Department of the Ministry, training of a professional, technical or executive character.

¹ In June 1945, these allowances were fixed as follows for adults (with a slightly lower scale for persons between the ages of 16 and 20):

Trainees living at home: men, 60s. per week, women, 47s. Trainees living away from home: men, 35s. per week, women, 25s., and in addition, payment of the cost of lodgings (normally not over 30s. per week). These rates are increased in appropriate cases by 10s. a week in respect of a wife (or possibly other adult dependant) and by 5s. a week for the first child under 16. A person training away from home and maintaining his former home may receive an additional 24s. 6d. per week. Daily travel expenses are paid if the trip is over 2 miles each way, subject to relaxation as necessary for disabled persons. If a free meal is provided at the training centre, a reduction of 5s. per week is made.

² Until the end of the war in Europe, the scope of the Further Education and Training Scheme was confined to men and women discharged from war service on medical grounds.

Home Training for the Seriously Disabled.

No special arrangements exist for home training for seriously disabled persons, but in a number of cases trainees, after completing a course in a residential centre, are set up in independent work at home because their disabilities make it difficult for them to undertake outside employment or further training. The Ministry of Labour considers that after the war it may be possible to develop home training schemes under the Disabled Persons (Employment) Act, 1944.

India

Limited facilities for providing vocational retraining for the more seriously disabled ex-servicemen are already available, and a scheme for their expansion is under consideration. Some arrangements have been made to train less seriously disabled men along with able-bodied men in the regular vocational training centres.

*Luxembourg**General Policy and Organisation.*

Disabled persons receive training or retraining in a variety of forms. Private employers are required to co-operate in the provision of training, in accordance with the Grand-Ducal Decree of 26 February 1945. They are obliged, in particular, to place at the disposal of the disabled persons concerned their equipment, including materials and tools. Agreements to govern the practical carrying on of in-plant training are being worked out between the Ministry of Labour, on the one side, and the various undertakings and public and private institutions, on the other.

Selection of Trainees.

The selection of the trainees is a function of the vocational guidance authorities. Through the interview and tests, suitable occupational fields are chosen and a course of retraining in one of them decided upon. In some cases, the disabled are selected for retraining by labour inspection officers.

Conditions of Training.

During retraining, there is systematic medical supervision of the progress of disabled trainees and rest periods are established as necessary. The trainees receive wages equivalent to the remuneration of an apprentice and also an allowance to cover their rent. These payments are the same for all disabled persons, and

are not reduced in amount if the person concerned is in receipt of a disability pension.

Further Education and Training.

A scheme aiming at assisting disabled persons and others to continue their education or training is now under consideration.

Home Training for the Seriously Disabled.

Special arrangements are to be made for home training for seriously disabled persons. These arrangements are being worked out at the present time.

New Zealand

General Policy and Organisation.

Disabled servicemen with the necessary capacity may take the training provided under the rehabilitation trade training scheme, which consists either in full-time training in special centres, with or without a subsequent period of improvership in industry, or subsidised long-term training with selected private employers. Where this is the case, they are treated on the same basis as the other trainees in all respects.

For the disabled men who cannot follow a training course organised along standard lines, the Disabled Servicemen's Re-establishment League acts as the agent of the Rehabilitation Board in providing suitable training and receives a subsidy from the Board for this purpose. In principle, the League's tasks also extend to the provision of training for disabled civilians, but this is not regarded as a primary responsibility at the present time.¹

Vocational training centres run by the League have been set up in Wellington and Dunedin, and district workshops have been opened at Auckland, Christchurch, Invercargill and Napier.² They cater for ex-servicemen, but a number of other disabled men are also receiving training in them. The training provided to disabled men is specially devised and graded to meet the physical and mental capacities of the men in training at any given moment. The occupations in which training is given are steadily expanding. They include cabinet-making, clerical work, arts and crafts and basket work, artificial limb-making, boot repairing and leatherware manufacturing, french polishing, pana-shell jewellery and trinkets, ropeware, upholstery, watch repairing and shop salesmanship.

¹ In April 1945 civilians numbered 38 out of a total of over 300.

² Centres were to be opened in the other larger towns as well, but meanwhile it was reported that despite limited accommodation the existing workshops were able to handle the more seriously disabled men transferred to them.

At the end of April 1945 there were over 300 men in special training centres, receiving training in a variety of trades. The trades with most trainees have been cabinet work, leatherwork, boot repairing, clerical work, basketwork and artificial limb-making.

The training of disabled persons is guided by several principles of importance. Stress is laid on physical and psychological recovery, along with the establishment of vocational skill. Secondly, the men are retrained for congenial work which will provide them with as much permanency and future security as possible. They are encouraged to train for work which requires their full qualifications.

Suitable accommodation and equipment are scarce, and to help overcome the shortage of teachers, efforts have been made to recruit disabled ex-servicemen from the War of 1914-1918 to act as training instructors for the disabled men from the recent war.

Selection of Trainees.

The referral of disabled ex-servicemen for training or retraining is done by the Rehabilitation Department Officers, in consultation with the person concerned and technical and medical advisers, where necessary. If the man is not able to follow a normal training course, the Rehabilitation Department refers his case to the League for special training.

Before entering a League training centre, disabled persons appear before a League liaison committee for questioning. The League liaison committee consists of the District Rehabilitation Officer, the District Officer of the League, and a member of the local rehabilitation committee. The recommendation of the League field officer is placed before the Committee, which then makes its recommendation to the Rehabilitation Board regarding the course of training to be given, its duration, and the amount of wage subsidy to be paid. The candidate for training, if approved, is then admitted to the training centre and commences one month's probationary training before his actual training begins. This probationary period enables a decision to be made as to the trainee's suitability for the training recommended.

Conditions of Training.

During the special training arranged by the League, the men are under continuous medical supervision. Rest periods and other special conditions of work are established for individual trainees as necessary. While undergoing training, ex-service personnel receive a minimum wage of £5 15s.; civilians receive a lower wage. In general, training takes about 6 months. If the disabled men receive ordinary training under the general scheme, their conditions of training do not differ from those of the other trainees.

Further Education and Training.

Disabled ex-servicemen are eligible for Government assistance to continue higher education and training on the same conditions as able-bodied ex-servicemen. Their applications are dealt with on their individual merits, and the disability taken into account only in so far as it would constitute an obstacle which could not reasonably be overcome in the chosen field of work.

*Sweden**General Policy and Organisation.*

So far as the person's disability does not present an obstacle, it is considered desirable, primarily for psychological reasons, for disabled persons to be retrained in company with able-bodied persons. In addition, there are some schools or courses to which only disabled persons are admitted — for example, the four institutes for cripples are assigned over 500 vacancies in the vocational school sections. Other vocational training for disabled persons is supervised by the State Pension Board, which arranges for retraining with private employers and draws up the contracts outlining the conditions under which the training is to be provided. Employers are under no obligation to accept these trainees. The local pension boards get into touch with suitable employers and negotiate with them in each individual case.

In principle, disabled persons have equal access to the training provided for all workers. In practice, it is often hard for them to obtain admission to an ordinary trade school, since it is, or is considered to be, difficult for them to stand the work, and there is no way of providing special arrangements to meet their needs. Training in private undertakings is easier to arrange in many cases, since the conditions can be adapted to the capacities of the trainee.

The arrangements are available for women on the same terms as men. Special training courses are being organised for persons disabled on defence service, within the same general frame used for other disabled persons.

The occupations usually chosen for the training of the disabled continue to be handicrafts, such as tailoring, shoemaking, sewing, carpentry, etc.¹ In recent years, however, an attempt has been

¹ During 1942, the State Pension Board made grants to eliminate or reduce work incapacity in 7,301 cases. 578 persons finished vocational retraining in that year — 286 of them in private firms, 217 in institutions for disabled persons, and 75 at handicraft or commercial schools, and 589 persons were still in training with private firms, 140 at handicrafts or commercial schools, and 490 at State institutions. Of the men who completed training, 12 per cent. were trained in printing, 9 per cent. as shoemakers, 8 per cent. as carpenters, 8 per cent. as upholsterers, 7 per cent. as clerks, and 5 per cent. as motor mechanics. Of the women, more than half had completed dressmaking courses.

made to direct disabled workers to more industrial work. During the years 1940-1944, 6-month courses were organised for men and women unfit for military service for the purpose of creating a reserve of manpower in the metal industry in case of war, and these courses were very largely attended by disabled persons, for whom industrial work could afterwards be found. The experience gained from these short courses has been very favourable.

The State Committee for the Partially Disabled proposed, in 1945, that more adequate measures should be taken for the vocational retraining of the disabled, in order to meet the immediate needs of disabled conscripts. The Committee's report was based on the view that while private employers had co-operated willingly, the problem now went beyond the scope of solution through their efforts, and more positive State action was needed. The Committee reported that many disabled conscripts formerly employed in heavy manual work (agricultural, forestry, or the merchant navy) could not expect to resume their former occupations and would need retraining. Measures already proposed were inadequate, and should, the Committee urged, be considered as preliminary to a broader scheme. It was recommended that there should be about 100 fully-occupied retraining centres giving shorter courses, and that, in addition, longer training courses should be provided for some disabled persons, as necessary, by the State. During retraining, maintenance allowances or training wages would be paid, on a scale fixed by the Government authorities.

Selection of Trainees.

No general measures covering all the disabled persons have been taken to select persons for a course of retraining suited to their capacities. In the case of persons injured on defence service, each application is examined on its merits with regard to the need and suitability of the proposed training. In the case of disabled persons applying for training to the Pension Board, the local pension board is responsible for helping the person concerned to select a course suitable in terms of his physical capacity and of prospective employment openings for him. The selection of persons for retraining takes into account the possibilities that the persons concerned will have of using their acquired skill afterwards.

Conditions of Training.

Disabled persons who are being retrained in company with able-bodied persons are trained in the same conditions. Those who are being trained in special schools for the disabled are for the most part young and unmarried. They live in and receive their meals

at the school. The payment for the work is more in the nature of a bonus and not a wage, and is estimated to serve only for small personal items of expenditure.

When training with a private employer is arranged through the State Pension Board, it is also decided what wage the pupil is to receive. During the first period he works, as a rule, without pay. After that he is given some remuneration and if the period of training is long he usually obtains full pay in the last year. Remuneration during the period of training is ordinarily calculated in accordance with the apprenticeship clauses of collective agreements, although the minimum wages fixed in the agreements for apprentices are set aside. In the earlier part of the training period, a disabled person is given an allowance derived partly from the State Pension Board and partly from the commune of origin. This allowance is reduced as the wage is increased. Any family he may have is supported by the commune during his training.

For the special courses for persons disabled on "defence" service, the maintenance costs of the pupils are met by scholarships, which vary in amount according to the need for assistance. The payment for the work done consists of a comparatively small hourly rate and is estimated to cover only a small part of the maintenance costs.

A person entitled to a national pension on account of permanent incapacity for work (or granted at the age of 67 years) receives a basic pension irrespective of his means. The greater part of the pension, however, consists of a supplementary pension, in the calculation of which a deduction is made based on the pensioner's income. This deduction does not affect certain items of income, including any income from work up to 200 crowns a year. Thus, where the income falls below this amount, whether paid during a period of training or otherwise, it does not affect the amount of the pension. It is expected that the committee which is at present investigating these questions will propose a higher limit for the income free from deduction. If, however, the State Pension Board pays for the training, a pension cannot be paid at the same time.

Further Education and Training.

No special arrangements are made to enable disabled persons to enter or complete courses of higher education and training, apart from the possibilities of obtaining admission, scholarships and loans available to all young people.

*Union of South Africa**General Policy and Organisation.*

Aside from the sheltered employment projects, which provide training as well as employment, disabled civilians who are to be placed in normal competitive employment are trained in the same way as all other persons. Disabled ex-volunteers who cannot return to their pre-war occupation are eligible for one of the training schemes, whether their disabilities were connected with their war service or not. They receive training in company with able-bodied workers wherever possible, attending ordinary classes in universities, technical colleges or other vocational institutions or centres, or being apprenticed or placed under contract in the usual way. There is reported to be no discrimination against disabled persons as trainees, and a disabled person may enter any form of training on his merits.

The administration of the scheme for the vocational retraining of disabled ex-volunteers who cannot resume their pre-enlistment occupations is entrusted to the National Readjustment Board. The Board does not provide the training itself but makes use of existing institutional and in-plant training facilities. Emphasis is placed on the fact that the Board does not provide vocational training regardless of the ex-volunteer's condition. Its function is readjustment, and it must therefore be shown that without special vocational training it would be impossible for the volunteer to resume his pre-war or another occupation. The advantages of training for a skilled trade, thus facilitating permanent resettlement, are also stressed.

So far as access to training facilities is concerned, preference is granted to ex-volunteers where any choice among applicants for retraining has to be made.

Selection of Trainees.

Disabled ex-volunteers who cannot be placed in suitable employment are referred to an Unemployment Disposal Subcommittee attached to the major dispersal depots and comprising the Regional Officer of the Department of Social Welfare, the Employment Officer functioning at the depot, and the District Readjustment Officer (who is an official of the National Readjustment Board). This Subcommittee examines the case of each disabled ex-volunteer. If it is found that the man cannot resume his pre-enlistment occupation and that with training he may be an efficient worker in some kind of productive work, he is referred to the National Readjustment Board for vocational training. The officials of the Board,

on the basis of interviews and any tests considered useful, assist the man to select a suitable course of retraining.

For civilian disabled persons, selection for training is made by the appropriate training institutions or centres, or by the employment offices (which refer the applicant to training). Moreover, a private agency which has been concerned with their rehabilitation may take the initiative in helping a disabled person to select a suitable course of retraining.

Conditions of Training.

So far as possible, no special conditions are established for disabled persons who receive training in company with the able-bodied. The subsistence and other allowances paid to the trainees are as follows:

Training in Terms of Section 12 of Act No. 44 of 1942, Applicable Only to Military Pensioners.

(1) In lieu of his pension during the period of full-time training, regardless of the percentage of disability on which his pension is based, the ex-volunteer is paid an annual subsistence trainee's allowance equal to a 100 per cent. disability pension, which for all ranks up to and including major is:

	Volunteer — £	Wife — £	Child — £
Europeans	200	30	30
Non-Europeans (not-Native)	75	12	10
Natives	50	9	6

Allowances may also be paid to dependants of unmarried volunteers.

(2) If the volunteer's earnings for the 12 months immediately preceding the outbreak of the war on 6 September 1939, or the date of his enlistment, whichever is the greater, were in excess of the 100 per cent. allowances referred to above, he may be paid, in lieu of those allowances, an allowance equivalent to his pre-war or pre-enlistment earnings up to a maximum of £450 per annum.

(3) The Commissioner of Pensions may, in addition, pay either the whole or part of tuition fees, books, instruments or other equipment or apparatus required for training.

(4) A grant may be paid the trainee, on completion of his course of training, at the rate of £12 per annum for each completed month of training.

(5) A maximum grant of £20 may be paid for tools, if required for the trade in which he has been trained.

(6) Where the trainee earns whilst he is being trained (for example, where he is trained direct in industry), deductions are made from the amounts specified or referred to in (1) and (2) above, having regard to the amount of the earnings, provided that the amount payable by way of pension and allowances (if any) shall not be less than that applicable to the degree of pensionable disablement at which the volunteer is assessed.

Training in Terms of the Scheme Approved by the Treasury, Intended Mainly for Non-Pensioners.

(1) Subsistence allowances not exceeding the following annual rates, the actual amounts depending on the ascertained needs of the trainee, and having regard to any earnings which the trainee may receive while being trained:

	Volunteer	Wife	Child
	£	£	£
Europeans	150	30	30
Non-Europeans (not Native)	75	12	10
Natives	50	9	6

(1) Allowances may also be paid to dependants of unmarried trainees.

(2) Payment of the whole or part of tuition fees, books, materials, equipment or apparatus required for training.

(3) The allowances paid under (1) are subject to the following maxima:

Europeans: £240 p.a.; Non-Europeans (not Natives): £107; Natives: £71. This means that where a trainee has dependants, only three dependants would be eligible for allowances.

No provision is made for systematic medical supervision for disabled persons in training, but it is proposed that there should be medical supervision in sheltered employment projects, which provide training as well, for the more seriously disabled persons.

Higher Education and Training.

No special arrangements have been made for disabled civilians, but they are able to enter existing institutions on the strength of their individual qualifications. For ex-volunteers, the National Readjustment Board is responsible for providing training for disabled volunteers who were students before enlisting and are unable to pursue the vocation for which they were studying. The Board makes use of existing universities and technical colleges, and subsistence allowances are payable to those taking courses as indicated above.

The Union Education Department conducts a scheme for university training for ex-volunteers, whether they are disabled or not. This scheme is designed to assist ex-volunteers to resume or undertake courses of university study, where they cannot do this without State assistance. The financial assistance provided is £50 per year as a free grant and £150 per year as an interest-free loan, repayable over a period of 15 years commencing 2 years after the completion of the course. These amounts are the maxima; the actual assistance given in each case depends on the ascertained needs of the trainee.

Home Training for the Seriously Disabled.

Arrangements have been made to organise home training for disabled ex-volunteers by means of correspondence courses. Moreover, there are special settlements in which severely disabled men may live with their families and learn the rudiments of simple home and gardening operations and other skills or crafts of practical use in a restricted work life.

*United States**General Policy and Organisation.*

In general, disabled persons are retrained by existing agencies and in company with able-bodied workers. This is true for veteran as well as civilian disabled. No special projects are set up. The policy is that there should be no segregation of the able-bodied and the disabled.¹

Training and retraining for disabled persons is given in public and private vocational and technical schools and institutions, in vocational courses of all kinds and in employers' plants on the job or in "vestibule" or plant training schools. The policy of the Office of Vocational Rehabilitation on training for persons being rehabilitated under the federal-State programme is as follows:

Early attempts at the rehabilitation of disabled persons recognised training as the major avenue of preparation for employment. It was argued that if a disabled individual were trained for an occupation in which his disability did not interfere and which was commensurate with his abilities and interests, he could, therefore, compete successfully for employment with non-disabled individuals. Experience has demonstrated, however, that such reasoning is only applicable to a limited number of disabled persons and that a much larger proportion of the disabled need a greater variety of services either preparatory to employment or training. Under the provision of Public Law 113, therefore, training assumes the position of one of many types of services such as physical restoration, etc., which may be drawn upon by the rehabilitation agency to prepare a disabled person for employment.

Under the State-federal rehabilitation programme, training is now available to mentally and physically disabled persons as one means of preparing them for employment, irrespective of their financial status. Training is defined in broad terms and is intended to include mental and physical training, pre-vocational, vocational and supplementary training. Such training may be extended as a means of preparing the disabled person for employment or for making him more advantageously employable through achieving a greater variety of remunerative occupational skills and capacities. Regardless of the nature of the training, it must be directed towards the achievement of an ultimate vocational goal.

The State-federal rehabilitation programme has found it advisable to purchase or secure appropriate training from established agencies both public and private rather than establishing special training facilities for the disabled. Utilisation, therefore, has been made of colleges and universities, public and private vocational and trade schools, correspondence courses, extension courses and tutorial services. In the absence of appropriate facilities for training special provisions have been established for training disabled persons within industry. Such training provides for working at a job either: (a) under conditions comparable to apprenticeship, or (b) under simulated conditions.

¹ The more seriously disabled workers receive retraining from private agencies as a rule, and not in company with the able-bodied. After such training, however, they may attend further training in a regular course for able-bodied workers, run by a public agency or by private employers.

The policy of the Veterans' Administration is also to use "recognised" and accredited colleges, universities, and other educational institutions to provide institutional training and well-established business enterprises to afford training on the job. Any person who meets the eligibility requirements laid down in the Servicemen's Readjustment Act of 1944 is entitled to choose his course of education and training (including a refresher or retraining course). After a year, eligibility for renewal of Government assistance is dependent on achieving a satisfactory standard of work. The course may last for as long as the person was on active service from 16 September 1940 to the end of the war but not more than 4 years. In addition, veterans with service-connected and pensionable disabilities are entitled to receive training for up to 4 years under the vocational rehabilitation programme for disabled veterans, where the retraining is needed to overcome the handicap of his disability.

No special preference is granted to war veterans so far as admission to training is concerned. Since disabled persons are trained for employment under existing public and private programmes of all kinds, and since there is a general shortage of trainees, the problem has not yet arisen. In practice, many companies grant preference to disabled veterans in admission to in-plant training programmes. The same is true of apprenticeship programmes.

Apprenticeship programmes have been modified in some respects in favour of veterans, including disabled veterans. These modifications relate, for example, to raising the maximum age limit for admission to apprenticeship by allowing otherwise qualified veterans to enter apprenticeship training if they were of apprenticeship age when they joined the Army or Navy, and to evaluate service experience with a view to allowing appropriate credit on the required term of apprenticeship for any applicable trade experience. Employers are co-operating in efforts to open apprenticeship for handicapped workers and many labour unions are trying to stimulate apprentice recruiting among disabled veterans.

No special projects for the retraining of handicapped women have been undertaken or are considered necessary. Disabled women are trained in principle according to their abilities and needs, without regard to their sex.

Disabled persons are being trained, therefore, in most of the wide variety of trades, occupations or jobs being taught in all the various training schools and institutions throughout the country. As a guiding principle, the handicapped are not regarded as a special training problem. After a suitable occupation has been determined

for a disabled person with the help of the rehabilitation agency (or the Veterans' Administration) and the Employment Service, the same training facilities, methods and techniques are used as are employed for any other trainee.

The Government agencies concerned are trying to ensure that the training of the disabled is not only practical in terms of their employment prospects but is as broad as possible. For example, in the case of young and inexperienced handicapped veterans, efforts are made to provide training of such nature and scope as may be indicated by the capacity of the worker, the conditions under which training can be made available, and the employment conditions and requirements which must be met. The aim of vocational rehabilitation training under the Veterans' Administration, and also that under the Office of Vocational Rehabilitation, is to provide the person concerned with a well-rounded knowledge and the ability to perform all the skills and job operations and processes which make up the occupation. In this way it is hoped to give the disabled worker as much adaptability and versatility as possible, thereby making it easier for him to find, retain and, where necessary, refind a job.

Employers are not *required* to undertake the training of a reasonable number of disabled persons. Arrangements are purely voluntary. As in Great Britain, it is considered that the introduction of any element of compulsion would tend to defeat the purpose of the programme. Moreover, no special arrangements are made to induce employers to undertake the training or retraining of disabled workers, though in many States and communities the Employment Service, veterans' representatives and rehabilitation agents work together or separately to broaden in-plant training opportunities for disabled persons. Moves to modify apprenticeship programmes and to provide training pay for disabled veterans in in-plant training constitute steps in this direction. Other steps include educational campaigns and employer-training institutes, aimed at showing employers that disabled persons can be capable and fully efficient trainees and at helping them organise suitable in-plant training arrangements for them.

There has been a tendency for a larger number of persons to receive training both in schools and on the job. The last statistics available show that nearly 72 per cent. of the total persons rehabilitated under the federal-State programme received training for specific occupations in 1939. Of these, about 27 per cent. received on-the-job training, and the rest were trained in schools or other institutions. During the war, the numbers and proportion of disabled persons trained on the job has increased considerably.

In general, disabled persons are able, in principle, to enter all forms of training on the basis of their merits. Some discrimination is still found in practice, however, wherever disability is involved. There is discrimination against disabled workers in training programmes, less than before the war, but enough to constitute a problem. The determination of suitable training by the rehabilitation agency, for example, has to take into account the possibility of the person's subsequent employment on a full-time basis. Employer hiring standards which tend either to exclude disabled workers or to restrict their opportunities therefore limit training opportunities for the disabled, in out-of-plant as well as in-plant training programmes.

Another problem has been an unequal dispersion of available training facilities. In thickly populated States there is a wide variety of training possibilities, but in less densely populated States the possibilities are very limited. As the result of amending legislation passed in 1943, provision was made for transportation costs, and disabled persons may now be sent to other communities or States to secure the specific type of training best suited to their individual needs.

Selection of Trainees.

Under the federal-State rehabilitation programme, training or retraining courses for any disabled person are determined as a part of the individual rehabilitation plan as a whole. Before any course is approved, therefore, the rehabilitation officer investigates the suitability of the proposed training in relation to the abilities of the disabled person and his employment objectives, and then its feasibility in relation to available facilities. In determining feasibility, consideration is given to such questions as age, language difficulty, if any, and to the applicant's capacity to profit from the training.

Veterans seeking training assistance under the Servicemen's Readjustment Act of 1944 need not have their course approved by any agency (other than the institution accepting them as a trainee or student) but are free to select their own, with or without advice from the Veterans' Administration. Those seeking vocational rehabilitation training under the Veterans' Administration programme for disabled pensioners select their course with the approval of the vocational training section of this Administration. The selection of the occupation in which training will be given is contingent on the individual veteran's education, occupational experience, personal desires and present disability.

The Employment Service, on the basis of counselling and interviews, also refers handicapped workers to training where this is appropriate and therefore has a part in determining whether or not the training is suitable.

Finally, the selection of disabled workers for in-plant training is the responsibility, as a rule, of the individual employer. For apprentice training, however, joint employer-worker committees interview persons applying for admission to apprenticeship.

In addition to these varied arrangements, considerable discretion in the selection of disabled workers for training courses is left to the schools and other institutions actually providing the training. This would be the case where disabled workers are not referred for training by any Government agency, for example. In such cases, the selection is based largely on try-out periods, sometimes supplemented with special tests.

Conditions of Training.

Arrangements for medical supervision of disabled civilians undergoing retraining are sporadic. The only time when medical supervision is assured is when the disabled person is under medical treatment simultaneously with the training. Where such persons are placed in in-plant training, especially in larger plants, they are more apt to get competent medical supervision to ensure that the training is suitable from a physical point of view. There is also a certain amount of medical supervision in the public vocational schools, particularly in special schools for tuberculous persons. Rest periods are outlined before the worker starts his training, but no special arrangements are made for disabled workers, as a rule. In some schools and in some plants training disabled workers, special mechanical devices and aids are sometimes used to help workers with particular disabilities. During training, war veterans in receipt of pension are entitled to all forms of medical care necessary to prevent interruption of their course. They are entitled to a vacation, but not in excess of 30 days in any 12 months' period.

Training of disabled persons in industry is governed by organised labour standards, State labour legislation and standards, and the rules and regulations of the Wage-Hour Division of the federal Department of Labor.

Arrangements are made to pay allowances to disabled persons undergoing retraining. In the case of civilians, these allowances are conditional upon need.

Veterans with a minimum of 10 per cent. pensionable service-connected disability causing a vocational handicap requiring training receive pension and additional allowance during training

and for two months thereafter at the rate of \$92.00 per month for a single person, \$103.50 for a married person, and \$5.75 for each dependent child, and \$11.50 for each dependent parent. If a veteran is receiving training on the job and his employer pays him for part of his service, the pension and allowance may be reduced to an amount considered equitable and just but not below the amount of pension to which he would be entitled for his disability if he were not following a course of retraining.¹

Tuition, books, supplies, and other incidentals (laboratory, health, library and others) are furnished free of charge in all institutional training and all equipment and supplies required are provided in on-the-job training. Loans not exceeding \$100 may be made to trainees undergoing rehabilitation training.

Under the federal-State programme for disabled civilians, as amended in 1943, disabled persons who need financial help and who will be employable after training may receive a maintenance allowance to cover essential living expenses, transportation and training materials and supplies. Authorisation to grant such an allowance is given by the State rehabilitation agency and the amount is fixed according to the need of each individual case. Occupational tools, licences and equipment may be supplied when necessary. The funds provided as a maintenance allowance are restricted to the individual being rehabilitated and are not extended to his family. It is consequently sometimes necessary to arrange maintenance for the family through public or private assistance agencies.

The chief differences in the payments made during training to disabled ex-service personnel and to civilians are that: (a) veterans with pensionable service-connected disabilities who are eligible for training receive the pay and allowances regardless of need, while the payment of any maintenance allowance to civilian disabled workers is conditioned on need; and (b) the amount granted to veterans includes dependants' allowances, while the maintenance allowance for a civilian worker is for his own essential living expenses alone, not his family's.

Further Education and Training.

Under the Servicemen's Readjustment Act of 1944, any war veteran in service for 90 days or more since 16 September 1940 and before the termination of the war, who was discharged under conditions other than dishonourable, is entitled to education or

¹ Other disabled veterans may receive training assistance under the Servicemen's Readjustment Act and during training receive payments at a slightly lower rate than those mentioned, with deductions authorised where other income is being received.

technical training for one year in any approved educational or training institution. If this year of study is satisfactorily completed, the period may be extended for all qualified veterans who were not over 25 years of age on entrance into the forces, and subject to satisfactory work the total period may be 4 years. While pursuing a course of education or training, the veteran may receive \$50 per month if single or \$75 per month if married, and is entitled to regular holidays.

Moreover, under the vocational rehabilitation programme for veterans with service-connected disabilities, a veteran with a pensionable disability who needs vocational rehabilitation to overcome the handicap of the disability is entitled to education or training for up to 4 years in any approved college, university or other institution. The veteran is entitled to the same pension and allowances as indicated above. Tuition fees and all incidental expenses, including transportation and necessary medical care and treatment, are paid.

Any veteran eligible for both types of educational assistance may select that which he prefers, provided that, if he elects that given under the Servicemen's Readjustment Act, the subsistence allowance payable to him may not exceed the amount of additional pension payable for education and training under the vocational rehabilitation programme.

For civilians, the federal-State rehabilitation programme does not exclude higher education or training in individual cases where this is the most appropriate rehabilitation policy, and in addition, disabled persons may enter such courses on their merits, even where no special rehabilitation assistance is granted.

Finally, it is worth noting that during the existence of the war-production training programme, the engineering, science and management war-training courses did a good deal to help handicapped professional workers to obtain new or better qualifications.

Home Training for the Seriously Disabled.

The Office of Vocational Rehabilitation is studying the problems involved in organising home training for seriously disabled persons, but no definite policy has yet been fixed. It is recognised that many persons could benefit from such training. Already arrangements have been made in some cases for correspondence courses and tutor supervision for seriously disabled persons in their homes. Home training is also organised in some cases by private agencies (social welfare agencies or, more often, agencies interested in particular groups of the disabled).

U.S.S.R.

General Policy and Organisation.

By the Order of 6 May 1942, the Council of People's Commissars required the Commissariats for Social Assistance of the Republics to organise the retraining of all war-disabled persons who, by reason of their disability, were no longer able to follow their former trades. These Commissariats were already responsible for the provision of retraining for other disabled persons.

The high development of retraining in hospitals has already been noted. These programmes have been extended to a point where it is said that many of the hospital wards resemble workshops or classrooms, while in other places an almost complete factory has grown up as an annex to the hospital. An interesting feature of the hospital training is that nearby factories take part in it. They furnish equipment and tools, raw materials and instructors; and after discharge from the hospital the trainees who have learned trades carried on in the factories are assured employment in these plants.

The post-hospital training is organised in vocational schools or centres, residential or non-residential, and within the various undertakings in all industries. The disabled are trained partly in company with able-bodied workers and partly in special centres or boarding schools. In general, war-disabled persons receive preference in admission to the various schools or centres and to the in-plant training courses. Within the plants, the works committees and social insurance councils take an important and direct part in ensuring that disabled persons are provided with suitable training adapted to their requirements. Since the attachment of Soviet workers to their factory is very strong, a disabled person is retrained, wherever at all possible, to perform some other job in the factory suited to his abilities and tastes. Sometimes the retraining within the plants is carried out in a special centre within the undertaking and sometimes on the jobs on which the persons concerned will later be employed.

As part of the rehabilitation programme, the social assistance network has organised manual training shops and industrial and agricultural trade schools, in which short retraining courses are given. There are, for example, three large vocational schools for disabled ex-servicemen in Moscow. For those of the disabled who require prolonged medical treatment or rest, the training is generally carried out in a residential school. Under war conditions, a good deal of the training of war-disabled persons was in residential centres. The trade union and vocational boarding schools train many disabled persons to a relatively high degree of skill. There were,

in 1944, more than 30 of these schools. Among the many trades taught were shoemaking, tailoring, machine-shop trades, carpentering, locksmithery, and accountancy. In May 1945, it was reported that more than 45,000 war-disabled persons were enrolled in various trade schools (boarding schools) and that still others were taking trade courses given in the high schools and colleges.

There are several important guiding principles in the retraining of disabled persons, regardless of where or how the training is carried out. In the first place, the retraining is directly linked with medical rehabilitation; there is close and continuous medical supervision and follow-up in all forms of retraining. Secondly, the retraining is given on productive work in all possible cases, in the special schools and centres as well as in the undertakings. Thirdly, stress is placed on retraining most disabled persons for jobs in which their skill status would be at least comparable to that which they had attained before their disablement and, in many cases, on retraining them in their own or closely related industries. Fourthly, the aim of retraining is to maintain and whenever possible to increase the earning power and the productive capacity of the disabled person undergoing retraining. Finally, retraining is given in occupations which would guarantee good work adjustment and not only financial security, but also a strong sense of work satisfaction.

There are no special arrangements for disabled women, as the women are admitted freely to all forms of training on the basis of their qualifications and tastes.

Selection of Trainees.

The disabled persons are selected for retraining as a result of the personal interviews and tests held by the social assistance offices or by the factory committees concerned with their re-establishment. Once retraining has been recommended to and accepted by the worker concerned, his choice of trade is discussed with the management committee of the undertaking, school or centre. The trade union organisations play a large part in helping the disabled person to select a course of retraining and in adapting existing courses to their needs. In general, each disabled person's progress is watched, to ensure that his selection of a trade or occupation is appropriate to his ability and to encourage him in the difficult initial weeks of readjustment.

Conditions of Training.

The conditions of training vary considerably from one undertaking and school or centre to another. In the three vocational

schools for war-disabled persons in Moscow, tuition is free and trainees receive allowances in addition to their pensions. Hours of training are fixed according to individual need, but do not, in general, exceed 5 or 6 per day. In the boarding schools, the trainees work under conditions approved by the managerial committee and by the medical officer. In the undertakings, the works committees are responsible for seeing that working conditions are suitable for each disabled person in training and that modifications to standard conditions are introduced as required. Their aim is to secure the best possible conditions of training for these persons and to spare them any difficulties which might make their rehabilitation harder.

The length of the retraining courses also varies considerably, for different trades and for different individuals, but in general a course of more than 12 months is rare. For the more difficult trades, the course may last 18 months.

Further Education and Training.

War-disabled persons receive special preference in admission to higher education and technical training courses, and large numbers of them have been trained for the professions and for high administrative and managerial posts in Government service, industry or agriculture. Former students and those who wish to continue studies are not required to pay an entrance fee (if they have completed the 10-year school) and they are given a stipend to support them during their course, payable without regard to their scholastic record.

Home Training for the Seriously Disabled.

Arrangements have been made to provide retraining at home where this is the most appropriate solution for any individual. In general, the initiative in making such arrangements is left to the plant works committees or to the district officers of the social assistance offices.

* * *

Retraining seems to be widely recognised as one of the chief methods of preparing disabled persons for re-employment. In the past, the tendency in most countries was to leave any specialised training for disabled persons largely to the initiative of voluntary organisations and to allow disabled persons to fend for themselves in the ordinary training courses. Today, the tendency is rather towards far greater public co-ordination of all training facilities,

whether provided specially for the disabled or not, and in particular towards more public intervention to ensure that there are suitable training opportunities for disabled persons. The Government initiatives seem to have been taken, in the first place, to fill the gaps in existing training services for the disabled, and subsequently to develop better training opportunities of all kinds for the disabled. The latter efforts have probably been largely due to the growing realisation that disabled persons are capable of being placed in all kinds of employment and occupations and must therefore be provided, through retraining, with equal access to all kinds of jobs.

On the other hand, there was a tendency in some countries in the past to rely wholly on retraining in re-establishing disabled persons in employment and to overlook the wide variety of services needed in any comprehensive rehabilitation programme. Today, greater emphasis is placed on retraining as one process in an integrated plan for the resettlement of a disabled person and more consideration is given to linking this process with all the others which make up the total programme for each person.

In general, there has been a marked development of retraining facilities for disabled persons, organised either in company with able-bodied workers or in special centres, classes or schools. There is wide variety in the existing arrangements, an even greater variety, in fact, than in the training schemes for all persons, since the disabled not only use these facilities but have more specialised courses and centres, adapted to their particular needs.

A good many countries now place particular emphasis on the advantages of retraining disabled persons in company with the non-disabled wherever possible. In the United States, for example, there is a strongly held view that the disabled and the able-bodied should not be segregated; and the British Government has also stressed the desirability of training the disabled alongside the non-disabled so far as practicable. The advantages of co-training of this kind are partly psychological. It is important that the disabled person who is able to do so should have the opportunity to receive training in normal conditions and be regarded, for all practical purposes, as non-disabled from a vocational standpoint; his disablement is more easily subordinated to his qualifications. The retraining of able-bodied and disabled persons together as a matter of policy also might tend to broaden the training opportunities of the disabled by granting them access to all forms and courses of training on the basis of their own work capacity. A policy of segregation might tend to limit the range of trades or occupations open to the disabled by confining their retraining to the courses which could be offered to a smaller group and by not affording

them, in practice, full opportunities in all other forms of training within their capacities. In addition, training of disabled and able-bodied persons together may be dictated by practical necessity. This is true in France, for example, where the training facilities of all kinds are extremely scarce and difficult to expand.

Naturally, however, all disabled persons cannot undertake training organised on more or less standard lines. Over-emphasis on a non-segregation policy might delay the recognition of the more specialised needs of this limited group. To meet their needs, there has been a large-scale development of specialised training projects for the disabled in many countries, to supplement the work being done by voluntary organisations or, by public subsidy, to help these organisations to expand and improve their facilities. In order to avoid the danger that these specialised projects might limit retraining opportunities for disabled persons generally, they may be closely linked with the training scheme for all workers, as has been done in Great Britain, in accordance with the recommendation of the Interdepartmental Committee on the Rehabilitation and Resettlement of the Disabled, which urged that "the complete scheme of vocational training for the disabled should be based upon a common plan so that the fullest opportunity may be accorded to disabled persons to undertake training, either under a general or a special scheme, in any occupation of which they are adjudged capable".

Where primary emphasis is placed on retraining disabled persons along with the able-bodied, special measures may be adopted to ensure that there is no discrimination against disabled persons as trainees and that the disabled are able, in practice, to enter training on the basis of their merits. Several countries (including the United States and Sweden) report the persistence of a certain amount of discrimination against disabled persons, even in conditions of labour shortage. This discrimination may be traced largely to employer hiring standards which tended either to exclude or to limit job opportunities for the disabled. It must therefore be overcome for the most part outside the training programme proper, though educational campaigns and demonstration exhibits may help to lessen much illogical prejudice against disabled trainees. In the major belligerents, disabled civilians seem to encounter more difficulty than disabled ex-service personnel in being admitted to all forms of training suited to their capacities. The training of disabled persons along with the non-disabled has also been facilitated by a widespread adoption of the principle that the training should be undertaken only when and continued to the point where, on its completion, the person concerned will be able to enter his

chosen occupation as a fully efficient worker.¹ This lessens the risk of exploitation of the disabled and also facilitates their acceptance by the trade unions.

Many countries are making special efforts to develop in-plant training opportunities for disabled persons. In several of these, notably the United States, Canada and Great Britain, there has been a marked tendency for the proportion of disabled workers trained on the job to rise. It is considered that for many disabled persons, as for many able-bodied persons, training on the job is the best method of training, and that it has special advantages for the work adjustment of disabled persons. Moreover, in-plant training is economical and therefore is being promoted in European countries where facilities are limited.

Direct compulsion on employers to accept a reasonable number of disabled persons for training is very rare indeed. In the Soviet Union, however, the retraining of a reasonable number of disabled persons is regarded as a social obligation which must be shouldered by each undertaking; and in Luxembourg, employers are required to co-operate in the provision of retraining for disabled persons, though the scheme for this purpose has not yet been completed. In most countries, as in the United States and Great Britain, it is considered that the introduction of any element of compulsion would tend to defeat the purpose of the retraining programme and that training would be of little or no value unless it was given willingly and voluntarily by the employer. It is interesting, for example, that Great Britain has introduced a quota scheme for the employment of disabled persons, but has introduced no compulsion, direct or indirect, in regard to their training within industries or undertakings, leaving this entirely to the initiative of the employers. In a good many countries, however, special efforts have been made to induce and encourage employers to take on disabled trainees to the limit of their facilities; in some cases these efforts have been confined to educational propaganda, and in others various forms of financial incentive have been added or are under consideration. On the whole, employers appear to have given ready co-operation in the retraining of disabled persons and to be particularly willing to assist with the retraining of disabled war veterans. This is a logical development in time of labour shortage, and may explain in part why no further forms of persuasion or compulsion have so far been found necessary.

¹ It is worth noting that the British Committee on the Rehabilitation and Resettlement of Disabled Persons took this view, repudiating the system adopted after the War of 1914-1918, whereby institutional training was followed by a subsidised improvership with private employers for a period until the disabled worker was able to earn the full rate of wage.

Every country for which information is available emphasises the principle that the retraining of each disabled person should be related to specific employment opportunities. This is an essential aim of any realistic training programme, but it is particularly important so far as the retraining of disabled persons is concerned. As the British Interdepartmental Committee pointed out, "training is worse than useless if at the end of it the person trained cannot be placed with reasonable speed". This principle naturally affects the choice of courses to be given and the number of persons to be admitted to each course; it should not, however, affect the total number of training opportunities made available.

Several countries lay stress on the retraining of a disabled person either for work in his former trade or occupation or one closely related to it. The Soviet Union adds to this policy the principle of maintaining the worker's tie with his former undertaking, wherever possible, by retraining him for the same or other work within the factory. Decisions on this point have to be taken according to the possibilities of each case, of course, but the advantages, psychological and otherwise, of trying to preserve whatever continuity of work life is possible, should at least be weighed before decisions are reached. Connected with this principle is one which has been stressed in a number of countries — namely, the advantages of retraining disabled persons to a skill status at least as high as that which they possessed before their disablement, thus making it possible for them to maintain their accustomed social status and standard of living and to contribute as much as before to the common well-being.

Another widely accepted policy influencing the organisation of retraining disabled persons is that disabled persons should, in their own interest, as well as that of the economy, be retrained not merely for any work within their capacity but for work which requires their full abilities.

Many countries make particular efforts to encourage as many disabled persons as possible, whether unskilled or skilled before their disability occurred, to take well-rounded training for more skilled work or even to enter apprenticeship and thereby to attain the versatility and adaptability which will help them to find and keep employment after training. Experience in many countries has indicated the great advantages of retraining a disabled person for permanent employment which has some future for him. This was often impossible during the war, and consequently many disabled persons who took on war work will be displaced during the transition period and many of these will have to be retrained for peacetime work. There are many social and economic advan-

tages in policies aimed at skill development, and many psychological advantages in retraining a disabled person for employment in which he will obtain a feeling of security. It is also worth noting that some countries have found that many disabled persons tend to become specially attached to their work and they have therefore come to the conclusion that the disabled should be retrained as a rule for jobs which are congenial and will give them moral satisfaction.

Finally, several countries emphasise that retraining, as an integral part of the whole rehabilitation programme, must lay as much stress on physical and psychological recovery as on the attainment of vocational skill. This is particularly true in the Soviet Union and in New Zealand.

Few special steps are taken to ensure that disabled persons enter courses suited to their abilities and prospects, but supervision over the selection of trainees is generally exercised through the specialised vocational guidance work which, as has been noted, is tending to lend continuity and co-ordination to each national vocational rehabilitation programme. Some countries use specialised aptitude tests and medical reports in selecting disabled persons for training. In general, however, reliance is placed on guidance in the initial selection and on tests of progress in the later stage. Two countries (Finland and New Zealand) have a formal probation period for disabled trainees, during which there is a check on the suitability of the trade chosen, with a transfer from one trade to another where advisable.

Conditions of training vary considerably from one country to another. Where disabled persons are retrained alongside able-bodied persons, their conditions correspond to those of the non-disabled in most respects. Specialised equipment, instruction, medical supervision, rest periods or other conditions are seldom introduced for disabled persons. The Soviet Union is an exception; there, the conditions of training tend to vary far more according to the individual needs of the disabled person. And in Great Britain and one or two other countries, normal training hours may be reduced, where necessary, for those of the disabled who are following ordinary training courses. For the disabled persons who are being retrained in specialised courses, schools and centres, conditions of training are much more flexible and individual capacity and needs are the dominant factor in every country.

In most countries, disabled persons undergoing training are paid wages or allowances. This is true in all the major belligerent countries so far as disabled ex-servicemen are concerned. These payments are made irrespective of need

and in some cases irrespective of the receipt of any pension to which the war veteran may be entitled. The position of civilian disabled persons in respect of payments during training is generally decidedly inferior to that of war veterans. In some countries, no payments at all are made and the disabled persons either have to rely on their own resources or apply for public or private assistance, and in others any payment is conditional on need and may cover only individual, rather than family, need. Tuition is free as a rule, and special financial assistance is provided in some countries to cover incidental expenses involved in the retraining course.

There are relatively few special arrangements for facilitating access by disabled persons to courses of higher education and technical training. In general, disabled persons, veterans and non-veterans, may obtain higher training on the same conditions as the non-disabled. In a few countries, including Great Britain and the Soviet Union, war-disabled persons or ex-service personnel generally receive preference, where necessary, in using the facilities available, while in Denmark, disabled persons in receipt of pension are granted priority scholarship assistance.

Very little is said in this Report about training for agricultural work owing to lack of information. Many disabled persons, by reason of their background, inclination or capacities, seek resettlement in agricultural life. In the Soviet Union, much has already been done to retrain disabled persons to participate in rural life — for work on the collective farms and in all types of rural occupations. In a number of countries, there are one or two courses in rural crafts, but so far as the Office has been able to discover very few countries appear to have any co-ordinated or comprehensive arrangements for the retraining of disabled persons in this field. The British scheme for agricultural training for the disabled is now being put into effect; and in Australia, New Zealand and the Union of South Africa, steps in a somewhat similar direction are reported to be under consideration.

Home training for severely disabled persons exists on a limited scale in a few countries and a number of other countries are studying the problems involved in making arrangements which would bring training within the reach of the limited numbers of disabled persons who, for one reason or another, would find it difficult or impossible to attend a training course away from home. Experience of home training is very meagre to date. Most countries either have not been able to organise suitable facilities for this group or have approached the problem by means of special residential centres

in which training is given in occupations and under conditions which are appropriate to individual abilities and limitations.

As might be expected, there appears to be a general shortage of suitable buildings, equipment, machinery and tools and instructors, and all these factors have caused delays in expanding training facilities. In one or two countries, the equipment needed for training centres in which disabled persons were to receive re-training, either alone or with non-disabled persons, have been given priority as materials, manpower and buildings have been released from other essential purposes. New Zealand has made successful efforts to recruit as instructors disabled servicemen (many from the War of 1914-1918) who have had considerable industrial experience; and in several countries, special centres for the disabled have an instructor and administrative staff which includes a high proportion of disabled persons.

The emphasis on employer-worker collaboration both in the formulation and application of training programmes for disabled persons, as well as for all others, is far more pronounced now than after the War of 1914-1918. This may be partly because of the general stress laid on the advantages of in-plant training for all persons, disabled and non-disabled. It may be partly because of the shift in the approach to vocational rehabilitation and resettlement away from regarding the disabled as a separate group with separate problems and towards regarding them as normal workers who can be efficient in jobs throughout the whole occupational structure. It may also be partly because of the increasingly constructive and co-operative attitude of the employers and trade unions in most countries in assisting disabled persons to obtain jobs which are suited to their capacities and which they can perform with full efficiency; the disabled are no longer regarded, as once was the case, as objects of charity or sentiment, or as a menace to established wage standards and other conditions. Finally, the greater recognition now won by employers' and workers' representatives in most parts of economic and social life affected by Government action has likewise affected their role in retraining programmes for the disabled.

Employer-worker collaboration aimed at granting full training opportunities to disabled persons is one of the most essential features of the plans in many countries. Under the training scheme for disabled persons in Great Britain, very wide responsibilities are given to industrial committees of employers and workers in framing the training scheme for disabled persons in each industry. Representatives of employers' and workers' organisations will be consulted, among other matters, on the number and proportions of disabled persons to be retrained in each industrial

and occupational group, the general standard of selection, the curriculum of training, the nature of the trade tests to be applied, and the standard of proficiency to be required. They have agreed in principle, moreover, to make themselves responsible, so far as possible, for ensuring that those disabled persons who have completed training satisfactorily are accepted into industry without question and given due recognition with other workers. In the Soviet Union, the trade union organisations and the works committees play a major part in ensuring suitable training arrangements for disabled persons; their activities extend into the whole field of organising the retraining of the disabled and ensuring that arrangements are adequate and appropriate from every point of view. In a number of other countries, employers and workers have been drawn more directly into the training schemes for disabled persons. These developments may hold great significance for the future.

CHAPTER VII

SPECIAL MEASURES CONCERNING THE EMPLOYMENT OF DISABLED PERSONS

The employment of disabled persons can be facilitated in many different ways. The problem is primarily one of equalising their employment opportunities as far as possible. The measures aimed at careful vocational guidance and placement in suitable jobs contribute to the solution of this problem. In some countries, it is not considered that any additional arrangements are needed. In others, it is considered that further special measures are needed, particularly in the immediate post-war period, to ensure that disabled persons have every chance of obtaining suitable employment.

Where special arrangements are considered advisable and practical, they may take a variety of forms, varying from comprehensive Government regulation of the employment of disabled persons to the simple encouragement of employers to hire disabled persons as they would other workers, on the basis of their capacity to do the work in question. The measures taken may include, for example, an obligation on employers to employ a fixed quota of disabled workers, the reservation of certain types of jobs in specified industries or activities for disabled workers, the grant of special preference to disabled persons in regard to certain kinds of jobs, special instructions to the employment offices on the placement of disabled persons, and systematic propaganda among employers and trade unions. In some cases, moreover, special arrangements are made to grant a preference in employment to disabled ex-servicemen, even where no arrangements are made for all disabled persons. Finally, it sometimes happens that the system of workmen's compensation constitutes a barrier to the employment of disabled persons and that special action is needed to break down this barrier.

As can readily be seen, most of these measures are aimed at overcoming existing obstacles to the employment of disabled persons. The choice of the measures to be taken is therefore dependent upon the difficulties which the disabled encounter in competing for employment with able-bodied workers. Since these difficulties vary from one country to another, the measures taken to remove or mitigate them also tend to vary considerably among the different countries.

EMPLOYMENT OF A QUOTA OF DISABLED PERSONS

Several countries have introduced or proposed legislation or regulations which would require employers, including Government departments, to employ a fixed quota of disabled workers. In other countries, such action is considered unnecessary or undesirable.

Australia

The Re-establishment and Employment Bill, now under consideration, provides that any class of employer may, by regulation, be required to employ a specified number of disabled persons, or a specified proportion of the total number of employees on the payroll. This provision is designed, according to the Minister for Post-War Reconstruction, "to overcome, in some measure, the reluctance of those who need to be convinced that disabled men and women can, under appropriate conditions, do a wide range of work at award wages with satisfaction both to themselves and to their employers".

Brazil

Article 12 of Legislative Decree No. 7270 provides that public and private employers are required to employ a certain number of disabled ex-servicemen who have been rehabilitated. The quota now specified is not less than 2 per cent. of the total number of employees in each category in the service of the undertaking. Employers with less than 50 but more than 25 workers are required to employ at least one such disabled ex-serviceman.

France

According to the Decree of 1 May 1945, servicemen, deportees and specified categories of civilians whose employment was interrupted by their resistance to the enemy, including disabled persons subject to the Decree and who are no longer able to return to their former work, are entitled to employment preference. Employers are required to fill vacancies in their undertakings by engaging such persons, submitted to them by the Manpower Service of the Labour and Manpower Office, so long as the workers concerned have the requisite vocational qualifications for the work in question.¹ This obligation only applies when the total number of persons engaged as a result of this preference scheme is less than half of the total labour force of the undertaking. A worker entitled

¹ Exception is made for the filling of posts in which personal qualities play a dominant part. A list of these posts is to be published by the Ministry of Labour and Social Security.

to preference may exercise this right only once, and within a year of his application for employment. Moreover, he must meet the try-out tests for efficiency set by collective agreements or current practice.

Great Britain

The Disabled Persons (Employment) Act, 1944, places an obligation on employers of 20 or more persons to employ a quota of registered disabled persons and, where they are not already doing so, to allocate any vacancies which occur for the purpose of filling their quota.¹ An employer covered by these provisions may not hire any other worker than a registered disabled person, or discontinue without reasonable cause the employment of a registered disabled person, if after doing so his specified quota would not be filled.

The quotas are calculated as either a standard percentage for a trade or industry, or for a specified class of employer, or a special percentage fixed by Order of the Minister of Labour after consultation with employers' and workers' organisations.² The quota may be reduced on application of an employer (for a period of not more than 12 months, with provision for review at the end of that period) when the employer's circumstances warrant such a reduction. Moreover, an employer may be granted a permit allowing him to employ an able-bodied worker even though his quota is not filled, if the nature of the work and its suitability for the registered disabled persons then available for employment make such action necessary. The permit may be subject to specified conditions and may be granted as respects one or more persons.

Applications for a reduction of quota and for permits are referred, for advice, to the district advisory committees, but the Ministry of Labour retains final responsibility for decision.

The Act does not bind the Government as an employer, but the Government has voluntarily accepted the same obligations. Employers are required to keep records and there is to be provision for inspection of the application of the obligations set by the Act. Penalties are provided for contravention: £100 or imprisonment for not more than 3 months, or both.

¹ This section of the Act was brought into force by the Order in Council of 28 May 1945. The quotas are to be applied as soon as experience shows that, without them, there is difficulty in providing suitable employment for registered disabled persons.

² The special percentage is either greater or smaller than the standard percentage and is applied in cases where a quota other than the standard percentage appears suitable because of distinctive characteristics as respects the suitability of the employment for the disabled.

New Zealand

Consideration has been given to the introduction of a compulsory quota scheme, but it is hoped that the co-operation of employers and the developing selective placement programme will make such action unnecessary.

Union of South Africa

Under the Soldiers and War Workers Employment Act, the Minister of Labour has the power to fix the number or proportion of ex-servicemen and war workers (fit or disabled) which an employer or industry must employ.¹ The quota is determined by the Minister after considering the recommendation of the Soldiers and War Workers Employment Board. The principles by which the quotas will be fixed have not yet been fully decided. The application of the quotas will be enforced by inspectors who will visit establishments to determine whether the ministerial instructions are being followed. Non-compliance would render employers liable to prosecution.

U.S.S.R.

According to the Order of 6 May 1942, the Councils of Peoples' Commissars in the Union and in the constituent Republics and the executive committees of the regional and district Soviets were invited to oblige the directors of all undertakings, institutions, and organisations to employ the quota of war-disabled persons assigned to them by the social assistance offices. This policy has been adopted.

* . * *

Some of the countries which do not use a quota system object to it on principle as well as considering it unnecessary in solving their own problems. In the United States, for example, the employment of handicapped workers is almost entirely on a voluntary basis. It is considered that a quota system or special preferences in employment are both unnecessary and undesirable. The objective of the selective placement programme, and of the rehabilitation programmes as a whole, is to train and place disabled workers in terms of their abilities and to regard all jobs as potentially suitable. It is also suggested that the adoption of any quota system, no matter how flexible it may be, might tend to accentuate the disability of disabled persons and aggravate discrimination against them.

¹ The provisions of the Act do not apply to Government employment.

For example, some employers might be induced to classify as disabled persons many persons who are really able-bodied or whose disabilities do not constitute a vocational handicap of any kind. In other countries, where the problem of disablement is smaller, it is felt that a quota system is unnecessary. The disabled persons are not numerous enough to cause difficulties in their employment which cannot be overcome by other methods. The New Zealand Minister of Rehabilitation, for example, stated in the 1944 budget speech that while in other parts of the world Governments had made it compulsory for employers to employ a certain proportion of disabled returned men, there would probably be no need for such action in New Zealand, because employers would realise their responsibility in that direction.

In Great Britain, however, the Interdepartmental Committee on the Rehabilitation and Resettlement of Disabled Persons, which recommended a quota measure in its report, pointed out that in the existing circumstances a substantial inducement had to be provided in order that disabled persons might find their way into suitable employment under ordinary conditions. It came to the conclusion that the voluntary method would not suffice and that some measure of statutory obligation would be required. Even though a scheme on this basis would present many difficulties of administration and enforcement, it was considered that they could be overcome, provided that the scheme imposed reasonable and practicable limitations, was flexible in formulation and application, and was assured of a wide measure of public support. These considerations were kept to the fore in the drafting of the obligations imposed in the Disabled Persons (Employment) Act, 1944. The British quota scheme does not impose a positive statutory obligation to employ disabled persons, but relies on the negative sanction of restricting the engagement of additional workers during any period when the prescribed quota of disabled persons is not filled. The scheme is based on the co-operation of employers' and workers' organisations. Moreover, the Committee suggested that "on its introduction the Government should set an example by an immediate decision to engage in its own establishments the appropriate quota of registered persons" and that this should be accompanied by "a request to local authorities and public utility corporations to take similar action, and by a general appeal to all employers".¹

¹ It is interesting to note that the British Committee decided that the King's Roll scheme introduced after the War of 1914-1918, which provided, *inter alia*, a preference for enrolled firms in the allocation of Government contracts as an incentive to employ disabled ex-servicemen, was "not suited in principle, and could not be made adequate in practice, for a permanent and comprehensive scheme of resettlement".

There appears to be, therefore, a certain conflict of opinion in the various countries as to whether or not a quota system is desirable. Where such a scheme is considered useful, however, there is little difference of opinion that provisions which introduce practical flexibility into the operation of the quotas and provide for close co-operation with employers' and workers' representatives are indispensable.

In final analysis, the decision concerning the introduction of a quota scheme seems to depend largely upon the size and nature of the problems raised by the disabled population of each country. In any case, experience with the British scheme will undoubtedly be watched with care by other countries with large numbers of disabled persons, especially where those persons' share of employment suited to their capacities seems to be disproportionately small.

RESERVATION OF CERTAIN TYPES OF VACANCIES FOR DISABLED PERSONS

Another method of assisting disabled persons into employment suited to their capacities is the reservation, by laws or regulations, of certain types of vacancies in public and private employment for disabled workers. In general, action of this kind is aimed at helping disabled persons who are so handicapped in employment that very few jobs are well suited to their capacities and who might be excluded altogether from useful employment if these jobs were filled by persons who could be employed on other work.

The chief problem presented by such action is one of principle rather than of administration. If certain types of vacancies are reserved for disabled persons, there might be a danger that all disabled persons would be considered suitable only for those vacancies and excluded from other types of work which they could do more effectively and with greater benefit to the economy. On the other hand, unless a number of disabled persons were to be granted preference in certain types of employment suited to their disabilities, there might be a danger that they could not find other employment and would become, quite unnecessarily, candidates for sheltered employment, or even unemployable.

If the principle of reserving certain types of vacancies for persons with specified disabilities is accepted, then the problem becomes one of ensuring that such action does in fact broaden and does not limit the opportunities of disabled persons generally. It is significant that the countries which have reserved some kinds of employment for disabled persons are far more aware of this problem

than after the War of 1914-1918 and are insistent that the elevator or lift-operator conception of a disabled man must yield place to a far more scientific and objective definition of their abilities.

Brazil

The revised accident compensation legislation provides that regulations shall be issued specifying the employments which shall be reserved primarily for incapacitated persons who have been rehabilitated.

Canada

The reservation of certain types of jobs for disabled workers has not been reported in detail to the Unemployment Insurance Commission, but may occur on a limited scale in some undertakings. The Commission does not favour this approach. It takes the view that the reservation of vacancies is a negative approach, because, by reserving specific jobs for the disabled, an admission is immediately made that there are few jobs which the disabled are competent to perform, whereas the reverse is correct, since there are no jobs which demand the full use of a person's entire physical and mental facilities.

Great Britain

The Disabled Persons (Employment) Act provides for the appropriation of certain types of vacancies for registered disabled persons only. After consulting employers' and workers' organisations, the Minister of Labour may make an order specifying certain classes of employment which afford specially suitable opportunities for the employment of disabled persons as employment in which no employer may engage any person other than a registered disabled person, unless he has obtained a permit authorising him to engage another person. The permits are granted on the same principle as they are granted in relation to the quota scheme, and the same penalties apply in cases of contravention of this section of the Act.¹

Luxembourg

The Grand-Ducal Order of 26 February 1945 stipulates that all jobs which come under the supervision of the Inspectorate of Labour and Mines and which are suitable for persons disabled by the war or by industrial accident must be reserved for disabled

¹ This section was brought into force by an Order in Council of 28 May 1945. It will be noted that the restriction applies to the engagement and not to the employment of disabled persons.

persons. These posts may only be filled in agreement with the engineer in charge of the Inspectorate. In case of dispute concerning the suitability of a post for a particular disabled person, the matter will be decided by the Office for the employment and training of the disabled, after enquiry made by the Inspectorate. In all cases, those injured by industrial accident will be given priority for jobs available within the undertakings in which they worked before their accident.

New Zealand

The Rehabilitation Board noted, in its report for the year ended 31 March 1944, that considerable interest had been taken in proposals for the reservation of suitable forms of light employment for disabled ex-servicemen. Representations in this respect have been made to the Government on behalf of disabled ex-service personnel.

Moreover, at the request of the Rehabilitation Board, Government departments are reserving such occupations as messengers, lift-men, cleaners, crossing-keepers, etc., for seriously disabled ex-servicemen.

United States

The reservation of particular occupations or jobs for disabled workers is regarded as a policy which might lead to limiting employment opportunities for these workers by creating the impression that other jobs or occupations would be unsuitable and that disabled workers can only do these limited kinds of work. The Veterans' Preference Act of 1944, however, does specify that in federal civil service examinations for guard, elevator operator, messenger and custodian positions, competition must be restricted to veterans entitled to preference, so long as such persons are available. During the war and for 5 years afterwards, the President may designate other positions for which only veterans may compete.

U.S.S.R.

The works committees and social insurance councils, in collaboration with the social assistance offices, are responsible for drawing up lists of the types of employment which can be reserved for disabled persons.

* * *

Few countries have so far adopted a definite scheme of reserving specified vacancies in certain industries and occupations for disabled persons. In practice, however, the designation of particular jobs

within undertakings for disabled persons classified as such is probably more widespread than the available information would suggest.

Opposition to such action is rooted primarily in the belief, expressed in Canada and the United States, that to reserve certain types of jobs for the disabled in order to create opportunities for them would defeat its purpose, by giving the impression that disabled persons are not capable of doing any other kind of work, and would therefore open the way to limiting the employment possibilities of such persons generally. The British Committee which studied the rehabilitation of the disabled was fully conscious that this was a real danger. It was more impressed, however, by the belief that the absence of some special measure of this kind would lead to the exclusion of certain kinds of disabled persons from any employment suited to their capacities. In recommending scheduled occupations for disabled persons, the Committee stated:

It is of the utmost importance that the occupations scheduled under this proposal should not be regarded as the proper employment objective of disabled persons — without regard to individual capacity and intelligence. The purpose is to secure for a small and specialised group of the disabled, who because of their disablement will find difficulty in getting satisfactory employment, a recognised preference for certain occupations which they can undertake as efficiently as able-bodied persons. For example, the working of a passenger lift or the performance of messengerial duties does not require in general the use of both arms, but this does not mean that one-armed persons should be expected or encouraged to take up employment of this kind. Any such tendency would be the exact opposite of satisfactory resettlement. The proposal is designed only for persons who are not particularly suited to occupations of a higher grade than those to be scheduled and it is essential that this limited but none the less useful purpose should be kept in mind.

As in the case of quota arrangements, policy as to whether or not to reserve certain kinds of job vacancies for disabled persons has been fixed in the light of each national situation. Where such action has appeared to be useful, as in Great Britain, experience has not yet accumulated to show the way in which this method works out in practice. Where it has been considered unnecessary, no evidence is yet available to show whether or not some of the disabled are in fact left without suitable employment.

Where reservation of certain types of vacancies has been accepted as a part of Government employment policy, the specific vacancies to be appropriated have not yet been designated. The examples most frequently given of types of vacancies which would be suitable are elevator or lift operators, messengers, and guards, watchmen or attendants of various kinds. In all cases, it is generally emphasised that the principle of selection must be to fit the vacancies made

available in this way to the specialised requirements of the group of the disabled who are to benefit from reserved occupations.

There are two points about the British scheme to which general attention might be drawn. In the first place, the statutory prohibition relates to the engagement rather than the employment of non-registered persons in the occupations reserved for registered disabled persons. In this way, it is hoped to avoid unnecessary dislocation of the existing employment structure in these occupations and the bad feeling which might arise, and also to make possible a gradual introduction of the new measure. At the same time, the Interdepartmental Committee's report stated that if experience showed that this method was not achieving its object as quickly as was thought desirable, "some stricter prohibition could be introduced". Secondly, the British Act provides that the Minister of Labour, before making any Order designating certain classes of employment as reserved for registered disabled persons, must consult with the employers' and workers' organisations concerned. This has the advantage of determining the reserved vacancies with the practical advice of the two parties directly concerned with the operation of the scheme, and provides an excellent opportunity for obtaining their prior support for the measures agreed upon through such consultation.

EMPLOYMENT SERVICE POLICY

Another method of helping disabled persons to secure their fair share of employment opportunities suited to their capacities is through administrative directives to the employment service relative to the placement of disabled workers. The aim of such instructions is to ensure careful and painstaking attention to questions arising in connection with the employment of disabled persons, in order that their work capacity may not be neglected or overlooked in the normal work of placement. Emphasis is laid on ability, rather than disability. Placement policy is described in more detail in Chapter IX and is referred to here primarily to indicate its relationship to action aimed at widening the employment possibilities of disabled persons.

Canada

A campaign is under way to educate local employment officers in questions of placing disabled persons according to their capacities and the requirements of available jobs.

Denmark

The Ministry of Labour and Social Affairs has taken the initiative in urging Government departments to engage disabled persons for vacant posts and similar efforts have been made to induce private employers to take on disabled persons. The results have been slight, however, and the Ministry is considering taking further action in this respect.

Great Britain

In the placing of disabled persons, Disablement Rehabilitation Officers co-operate closely with the vacancy sections of the employment exchanges. The main consideration is the permanent resettlement of the disabled person in an occupation suited to his ability and disability. Every effort is made to enlist the whole network of employment exchanges in a national campaign to broaden the opportunities of disabled persons in their search for suitable employment. The employment exchanges are playing a major part in explaining the purposes and obligations of the Disabled Persons (Employment) Act and in developing that whole-hearted support for the Act which alone can assure its success.

Moreover, the Civil Service Commissioners have amended their regulations so as to enable persons whose health has been impaired by war service to be admitted to established civil service employment.

New Zealand

The pre-war State Placement Service was active in promoting public understanding of the potentialities of disabled persons as workers and directed its propaganda particularly to employers' and workers' organisations. This work was overshadowed by urgent war tasks of the manpower machinery which took over the functions of the Placement Service, but it is expected that an active policy on behalf of handicapped workers will be a feature of employment service work after the war.

The Returned Servicemen's Association has urged a fixed policy of preferential appointment for ex-servicemen, including disabled service personnel, to all jobs for which their qualifications are equal.

Luxembourg

The employment offices have been urged to devote special attention to the placement of disabled persons in work suited to their capacities and to widen understanding of their abilities.

Sweden

Employment officers attempt, by means of propaganda and referral policy, to broaden the opportunities of disabled persons to fill the vacancies notified to the employment offices.

Union of South Africa

Employment officers are given special instructions in regard to placing disabled persons, with a view to facilitating their employment in the wide range of occupations suited to their abilities. Government departments have been urged to set an example by absorbing as many disabled ex-service personnel as possible, and some of these departments have formulated a definite policy for this purpose.

United States

The Employment Service attaches considerable importance to broadening the opportunities of the disabled by spreading among employers and trade unions an understanding of these principles and of the method of selective placement in ensuring satisfactory matching of handicapped workers and jobs. In New Jersey, for example, the State Employment Service of the Manpower Commission issued an instructor's discussion outline on the programme of selective placement, in order to promote employer understanding of, and training in, the techniques and problems involved in the employment of disabled persons. Community campaigns have sometimes been organised on the initiative of the employment office to call attention to the skills of disabled workers and to urge that such workers have an opportunity to use them to the best advantage. The Civil Service Commission has taken an active part in promoting job opportunities for the disabled throughout Government establishments of all kinds.

The Employment Service selective placement programme for the handicapped requires the staff working in this field to acquire ability in answering the common arguments brought up against disabled persons as suitable workers and to give special attention to promoting job opportunities for the disabled, using such methods as:

- (a) Suggesting to employers who have orders for additional workers that they employ handicapped workers;
- (b) Telephoning employers to find suitable openings for particular handicapped workers;
- (c) Writing "promotion" letters to prospective employers, describing the qualifications of particularly well-qualified handicapped job seekers;

- (d) Field visits to employers, accompanied by an explanation of the selective placement techniques and the question of employing disabled workers in general or particular persons;
- (e) Talks to large groups (manufacturers' associations, trade unions, etc.) which stress the qualifications of handicapped workers;
- (f) Publicity in papers, magazines and broadcasts which would emphasise the special needs and skills of the disabled persons in the community and thus spread understanding of their potentialities and skills.

Finally, in August 1945, it was announced that the Employment Service, in filling orders for workers, would give priority to any qualified veteran over any non-veteran and that special preferential service would be accorded all disabled veterans by all Employment Service staff and for all jobs for which the veterans are qualified.

U.S.S.R.

The social assistance offices follow a fixed policy of preference to war-disabled persons in finding and assigning them to work for which they are suited.

* * *

The Employment Service (or other agency acting in that capacity) is in a position to broaden the job opportunities open for disabled workers merely by referring them to employment on the basis of their capacity to do the work in question. The service can help to break down employer hiring standards which are irrelevant to competent job performance. Once a disabled person is referred to a vacancy, the employer is free to refuse to engage the disabled person if he considers him unsuitable for any reason. Often, however, the very fact that the disabled person who has been referred is on hand and is competent to do the work would decide the employer to engage him. This is one of the advantages of this approach. It is a method which is extremely flexible, and dependent primarily on competent employment service staff and on the quality of the employer relations work developed by the staff. Administratively, no special problems arise. It has weaknesses for countries which need a more positive approach to ensure that disabled persons limited in competitive ability are able to secure employment which they can do with full productive efficiency. It is in line, however,

with the principle that, so far as referral to vacancies is concerned, disabled persons should be referred for employment, along with able-bodied workers, to all jobs for which they are suited on the basis of their skills, aptitudes and interests. This point of view derives from the general conviction, mentioned before, that any method which tends to classify persons as disabled would result in lessening rather than increasing their employment opportunities.

EMPLOYER AND TRADE UNION ACTIVITIES

Aside from action that may be taken by Governments to promote full employment opportunities for disabled persons, employers and trade unions are in a position to exert their influence for the same purpose. In fact, if they do not do so, Government action can have limited success at best and may be a dismal failure. Employer and trade union policy in regard to the employment of disabled workers is laid down sometimes in statements worked out and accepted by national organisations and is sometimes included in more informal local arrangements between individual employers and trade unions. The Government may often assist in promoting these activities by encouraging systematic propaganda among employers' and workers' organisations aimed at widening understanding of the abilities of disabled persons and of Government policy in their resettlement.

A few examples of what is being done are given below. While the wartime manpower shortage in a great many countries encouraged the spread of employer and trade union activities to broaden employment opportunities for the disabled, it also tended to render these activities less essential in some ways than they will be in the post-war period. For this reason and because of the informality of many of the arrangements, the information available is less complete than the importance of this approach to the employment of the disabled justifies.

Australia

In the speech introducing the Re-establishment and Employment Bill in March 1945, the Minister of Post-War Reconstruction stated that it was agreed that the exchange of ideas between all interested parties and the progressive enlightenment of both employer and employee as to the needs and capabilities of disabled workers was an essential factor in a successful rehabilitation programme. Employers are reported to be giving careful advance consideration to the types of jobs which they could make available to persons suffering from various kinds of disabilities.

Canada

Both the Employment Service and the Department of Veterans' Affairs endeavour to promote understanding of the employment problems of the disabled by such means as public addresses, written material for wide distribution, and radio broadcasts. Recent congresses of employers and of trade unions have included in their agenda addresses or discussions concerning the re-employment of disabled men and women, and the question has been discussed in numerous local forums. Employers (especially those employing a substantial number of workers) are reported to be co-operative, and no difficulty has been experienced in admission of qualified disabled persons to employment under union agreements.

Denmark

Propaganda among employers and workers is a basic part of the employment programme for handicapped workers. The employers' and workers' organisations take part in the efforts made by the Ministry of Labour and Social Affairs.

Finland

The Government has encouraged the organisation of systematic propaganda among employers' and workers' organisations in favour of persons disabled by the war. The trade unions have also taken an initiative in assisting disabled persons to enter into employment.

Great Britain

Employers' and trade union representatives are closely associated with Government policy relative to employing disabled persons and systematic propaganda campaigns have been launched in an effort to promote opportunities for the disabled according to their capacities. "Back at Work" exhibitions have been held, at which the Ministry of Labour and National Service arranged demonstrations showing the ability of disabled persons to do many different kinds of skilled jobs.¹ The increasing willingness of employers to engage disabled persons is reported to be due in some measure to the influence of these exhibitions. Films and leaflets have been prepared and widely distributed to educate the public, especially employers and trade unionists, in the possibilities of

¹ E.g., the "Back at Work" Exhibition at the Royal Academy in 1944 was divided into two main parts: one for the disabled in general and one for the blind. Stands were arranged showing disabled persons in watch and clock-repairing work, as typewriter mechanics and mechanical draughtsmen, in various machine-shop operations, welding, and in inspection work, among other things.

re-employing the disabled. Special employers' meetings have been arranged regionally to discuss the resettlement of disabled persons. The *Production and Engineering Bulletin* of the Ministry of Labour contains regular articles on experience of disabled persons in certain kinds of jobs or training and on more general rehabilitation problems; the *Bulletin* is systematically distributed among employers and trade unions.

Many of the trade unions and many employers have had special discussions on the resettlement of disabled persons in their industries and have been most ready to co-operate in efforts to see that the disabled have a fair share of the available jobs. A number of them have become interested in systematic arrangements to make possible the fullest interchange of ideas, so that all can benefit from the experiences of individual firms.

Luxembourg

The Government, in co-operation with employer and trade union representatives, has initiated a campaign among the organisations of employers and workers with a view to promoting among their members a willingness to engage disabled persons according to their qualifications. The employers' associations and trade unions attach great importance to this question.

New Zealand

At present, the Disabled Servicemen's Re-establishment League carries on systematic propaganda among employers and workers on behalf of disabled ex-service personnel. The Employment Service which it is planned to develop in the near future will probably also include such work among its functions.

The employers' organisations and trade unions have taken a keen interest in the re-employment of disabled ex-service personnel and have held discussions among themselves and with the Government with a view to finding satisfactory solutions for their employment problems.

Union of South Africa

The Government has been making efforts to persuade individual employers' and workers' organisations to assist in giving employment to disabled persons in specified occupations. Steps have been taken, in particular, to obtain the help of local re-employment committees, representing employers and workers, in the re-establishment of disabled ex-service personnel and war workers.

United States

A number of trade unions are playing a part in extending job opportunities for disabled persons, especially war veterans, by such methods as writing veterans' preference clauses into collective agreements, educational programmes to counter unfair discriminations against disabled workers, and surveys of the jobs done by members of the union concerned aimed at finding which jobs are suitable for the handicapped. The Office of Vocational Rehabilitation is working out with the educational committees of the American Federation of Labor and Congress of Industrial Organizations programmes to inform trade unionists of the facilities available.

For example, a joint statement of principles of the A.F. of L. and C.I.O. issued by the Veterans of Foreign Wars states that any veteran with prior employment rights who has been disabled by war military service should not lose his re-employment right, and that where he cannot continue to perform his previous job, he should be given another job which he can do and be paid the prevailing wages for that job.¹ A few local unions (*e.g.*, the United Automobile Workers) are making surveys of jobs to see how many would be suitable for handicapped veterans. Some locals are writing selective placement clauses into contracts requiring employers to reinstate disabled workers. The veterans' programme adopted by the Industrial Union of Marine and Shipbuilding Workers in July 1945 urges that arrangements should be made with all companies under contract with the union to assure the re-employment of any former employee who served in the nation's armed forces, even though he is disabled. In all cases, these men would be paid the average earned rate before their induction into the nation's forces, plus any general increases and other benefits that accrued while the veterans were in the service. Special consideration should be given to the disabled veteran who may be physically unable, because of his wounds, to perform the type of work he formerly did. A suitable job for him, namely, one which he can perform despite his disability, should be found by his former employer. However, he should receive his original average earned rate plus any general increases and benefits which accrued since he entered the service.²

¹ The A. F. of L. Executive Council has urged labour to devote particular attention to the problem of rehabilitating and re-employing disabled veterans (resolution adopted in Miami, Feb. 1945).

² It is suggested that the funds necessary to provide the difference between his previous average earned rate, plus general increases and benefits, and the rate for the job on which he is presently employed because of his disability, should come from special funds set up by the Government to subsidise the employment and to maintain the previous living standards of disabled veterans.

Employers and their organisations are also beginning to devote special attention to problems involved in the employment of handicapped workers. The initial stimulus came from war manpower shortages, but the current thinking is also concerned with the re-employment of disabled veterans. The Chamber of Commerce through its Department of Manufacture issues a monthly news letter, *Jobs-for-Veterans*, which includes information from individual employers and reports any legislative or administrative developments in federal or State veterans' programmes, including those for the disabled. The same Department has also published an information bulletin for the use of employers on the employment of veterans. The National Industrial Conference Board, for example, has published material from time to time on policies and procedures for employing handicapped workers.

Moreover, to promote employer interest in the employment of disabled persons and of the selective placement method, the Employment Service Veterans' Employment Representative in a number of States has arranged special institutes at which management staff (such as personnel and safety officers) are given explanations of selective placement of the disabled, and demonstrations of their job performance.

U.S.S.R.

The trade union organisations bear a primary responsibility for enlarging employment opportunities for disabled persons within industrial and administrative undertakings and institutions. They initiate campaigns to spread comprehension of the problems of the disabled among the other workers, analyse job requirements to find suitable work for disabled persons, and in a variety of other ways seek to discharge their responsibilities in this matter.

* * *

Interest among employers' and workers' organisations in the employment problems of disabled persons and in finding solutions of them in conformity with the interests of all three parties has widened considerably in the last few years. The attitude of both employers and workers in most countries has become far more positive. In many countries their organisations have discussed the matter in some detail at national congresses or special conferences. Their journals frequently include articles on the question, explaining, for example, how the capacities of disabled persons may be linked with the requirements of many different jobs, what is being done by the Government to resettle disabled war veterans,

and what is the policy of particular firms or trade unions on this question.

The employer training institutes in the United States are an interesting example of the broader approach. These institutes are generally organised on a State basis, and attended by personnel management, safety and other employer representatives. Their aim is to promote understanding of the current employment problems of disabled persons and methods of solving them. The institutes study the techniques of physical demands analysis and physical capacities appraisal (see Chapter IX), and exchange experiences on company policies affecting the employment of disabled persons, particularly supervision, training, transfer, job re-engineering, follow-up and evaluation of work adjustment.

The use of collective agreements to broaden, rather than limit, employment openings for disabled persons, particularly disabled ex-service personnel, is becoming more common. This is an extremely important method of facilitating the re-employment of disabled persons, and one which could well be analysed in detail on the basis of the experience of the next year.

PREFERENCE IN EMPLOYMENT FOR DISABLED EX-SERVICEMEN

It has already been noted that there is a tendency in many countries to grant a preference in rehabilitation and resettlement policy to ex-service personnel over other disabled persons. The chief reasons for this have already been suggested. So far as special arrangements to facilitate the re-employment of disabled persons is concerned, the same tendency may be observed.

Australia

The quota scheme proposed by the Re-establishment and Employment Bill would be confined, in the first instance, to disabled ex-servicemen.

Belgium

More seriously disabled persons with war-caused injuries are granted preference in certain kinds of public employment considered particularly suitable for persons with a very restricted work capacity.

Brazil

The provisions of Decree No. 7270 of 25 January 1945, which grant employment preference, apply only to members of the armed forces.

Canada

In federal Government employment, disabled war veterans in receipt of pensions are given preference in civil service appointments. There are two preferences in civil service employment — one for disabled veterans and the other for veterans with overseas service. The disability preference is the senior preference.

Finland

Disabled ex-servicemen are generally given preference in employment, but the final decision lies with the employer.

Great Britain

A preference in admission to employment is given under the Disabled Persons (Employment) Act to such persons who have served whole time in the armed forces or merchant navy or specified women's services. This preference was brought into force by an Order in Council of 28 May 1945. Moreover, Civil Service regulations have been eased to facilitate the employment of persons disabled through war service.

India

Present efforts are being made primarily to facilitate the re-employment of disabled ex-servicemen.

Sweden

The Government is at present engaged in considering a proposal by the Committee on Disabled Persons concerning preference in State employment for persons disabled on defence service.

New Zealand

Preference to disabled ex-servicemen is being extended by many private employers on their own initiative, while, so far as the State services are concerned, a definite policy of absorbing as many disabled ex-servicemen as possible is being followed as a result of a Government decision made in response to representations of the Rehabilitation Board.

Union of South Africa

Under the terms of the Soldiers and War Workers' Employment Act of 1944, the Minister of Labour has the power to fix the number or proportion of ex-servicemen and war workers (fit or disabled) which an employer or industry must employ. The relevant section of the Act applies only to persons who have rendered military or

war service. These categories of persons enjoy a preference over other disabled persons.

United States

In federal Government employment and in Government employment in many States, there is a fixed policy of preference for disabled veterans. In private employment, greater preference is often given in practice to disabled ex-servicemen than to other disabled persons. In a recent study by the Industrial Relations Section of Princeton University, it was reported that a few of the companies surveyed were giving special preference in hiring to disabled war veterans. The majority of companies have programmes applicable only to former employees of the company, while the minority have a preference policy applicable to handicapped veterans in general.

Arrangements for federal civil service preference for disabled veterans are part of the general scheme of preference in such employment throughout the executive branch of the federal Government for men and women who served on active duty in the armed forces and were honourably discharged from the forces, including men and women who have a service-connected disability or who are receiving compensation, disability retirement benefits or a pension from the Veterans' Administration or War or Navy Departments. The preference consists first in granting the veteran additional points on civil service examination ratings. Able-bodied veterans receive 5 extra points in addition to their earned ratings and war-disabled veterans receive 10 extra points. The additional points cause the disabled veteran's name to stand higher on the list than it otherwise would and he therefore receives earlier consideration for appointment. Secondly, in all positions except those in professional or scientific categories paying over \$3,000 per year, the disabled veterans entitled to the 10-point preference are placed above all other names on the civil service list which is made up from the examination and is used for submitting to federal appointing officers (the names highest on the list are certified first). Thirdly, as was mentioned, in certain examinations (guard, elevator operator, messenger and caretakers), veterans alone may compete, so long as they are available. Fourthly, time spent in the services may be credited in an experience rating, if the veteran's employment in work similar to that for which he is applying was interrupted by his service with the forces. Fifthly, physical requirements are waived for veterans found to be physically able to discharge efficiently the duties of the work which they are seeking. Sixthly, veterans are certified without regard to apportionment rules (governing the

distribution of appointments among the States on a population basis) or family rule (prohibiting two members of the same family living under the same roof from holding civil service jobs). Finally, if any department passes over the names of veterans certified to him for appointment, the reasons for so doing must be recorded in writing. A special organisational unit has been set up at the headquarters and in the regional offices of the Civil Service Commission charged with giving full time attention to the veterans' problems.

U.S.S.R.

Preference must be granted to war veterans in employment in all vacant posts in State and co-operative undertakings and in organisations and institutions.

* * *

In most of the countries where there is a fixed policy of employment preference for disabled ex-servicemen over other disabled persons, it is emphasised that this is an arrangement designed to ensure justice to ex-servicemen at a time when facilities are still limited or being put into effect gradually and that the aim is to apply special employment measures for the benefit of all disabled persons, irrespective of the cause of disablement.

An exception to this rule is the United States and Canadian policy concerning veterans' preference in civil service employment, with a greater preference for disabled veterans. This policy dates, for the most part, back to experience after the War of 1914-1918, and it will probably endure until the disabled veterans eligible for such employment have retired.

Preference for disabled veterans is a natural development, both in public and private employment. Aside from its utility in meeting the immediate needs of disabled service personnel, it may possibly serve to indicate additional methods by which the opportunities of disabled persons generally might be broadened. In public employment, for example, physical standards for civil service employment are often fixed without reference to the capacities required to do the work; waiving them for disabled veterans otherwise capable of meeting the specifications of the posts may constitute a useful precedent. In private employment, a fixed company policy of absorbing disabled veterans may often lead to changes in personnel management, and in-plant placement and transfer arrangements which will facilitate at a later date the employment of greater numbers of disabled workers, whether veterans or not.

WORKMEN'S COMPENSATION IN RELATION TO EMPLOYMENT OF DISABLED PERSONS

Employment discrimination against disabled workers may arise from the employer's fear of added accident risk. First, he may believe, rightly or wrongly, that a handicapped worker is more likely to meet with an accident than an able-bodied worker. Secondly, if a handicapped worker does have an accident and if it results in the loss of a member or function, its effect, in combination with the existing handicap, may (as in the extreme case of the loss of a second eye) be permanent total incapacity, and the compensation may be heavy in consequence. Every employer is, of course, anxious to keep his work as free from accident as possible. Irrespective of compensation costs, he will seek to avoid the employment of persons who in his opinion will increase the average risk. The possibility that higher compensation costs may deter employers from hiring handicapped workers always arises where the employer carries his own risk. Even if he is insured, the possibility will still arise if his premium varies according to the accident experience of his undertaking. Where there is compulsory insurance and a monopolistic fund of some kind, it is possible to arrange that the employer shall not be penalised by employing handicapped workers.

In a number of countries, the system of workmen's compensation does not adversely affect the employment of disabled persons. In fact, a stimulus to vocational rehabilitation has often arisen from the compensation agencies. In *Brazil*, for example, vocational retraining has been developed largely because it was made a compulsory feature of the workmen's compensation legislation. In *Canada*, rehabilitation services for injured workmen in Ontario and British Columbia have grown up as a part of workmen's compensation, and the Province of Quebec is organising a similar service in connection with its compensation scheme.¹

In the *United States*, however, where employer experience rating is widespread, specific discrimination against disabled persons has been due to a very considerable extent to the existing workmen's compensation laws. If, for example, an employer hired a worker who had lost one hand, and the worker while in his employ later had an accident in which he lost his other hand, thereby becoming totally and permanently disabled, the employer would in many States become liable for payment of compensation for total and permanent disability, irrespective of the fact that the loss of the

¹ A Rehabilitation Officer in Ontario notes, however, that prejudice against disabled persons existed because of erroneous impressions that they would constitute a liability so far as compensation was concerned (*Public Affairs*, Mar. 1944).

first hand was totally unrelated to the second injury. As a result, employers have been reluctant to employ handicapped workers.

The solution found for this problem is "second injury" or "subsequent disability" funds. Under such schemes, the employer is responsible only for the compensation payable for the second injury, while the remaining compensation due the worker in respect of his condition as a result of both disabilities is paid him from a special fund. There are several methods used to finance second-injury funds. They may be derived from death benefit where there are no dependants, from payments in first major injury cases, or from both these sources, or from a percentage levy upon insurance carriers and self-insurers, based either upon their compensation payments or the insurance premiums and estimated insurance cost of self-insurance coverages.¹

In the United States, second-injury funds existed in June 1945 in 29 States or territories, and were under consideration by the legislatures of four additional States. The States have been urged to adopt second-injury fund provisions by the National Conferences on Labor Legislation (held under the auspices of the Federal Secretary of Labor). The International Association of Industrial Accident Boards and Commissions has proposed a recommended draft of a second-injury fund provision, which reads as follows:

Permanent total incapacity due partly to prior injury: second-injury fund. If an employee who has previously lost, or lost the use of, one hand, one arm, one foot, one leg, or one eye, becomes permanently and totally incapacitated through the loss or loss of use of another member or organ, the employer shall be liable only for the compensation payable for such second injury. Provided, however, that in addition to such compensation and after the completion of the payments therefor, the employee shall be paid the remainder of the compensation that would be due for permanent total incapacity, out of a special fund known as the "accident-injury fund", and created for such purpose in the following manner:

In every case of the death of an employee under this Act, where there is no person entitled to compensation, the employer shall pay to the industrial accident commission the sum of \$500 to be deposited with the treasurer of the State for the benefit of said fund, and the commission shall direct the distribution thereof.

The importance attaching to the adoption of such provisions was stressed by the Office of Vocational Rehabilitation in evidence supplied in late 1944 to the Subcommittee (of the Committee of

¹ In Canada, where workmen's compensation is organised on a provincial basis, Dominion assistance is granted in providing workmen's compensation for war veterans who are employed in industry and who are receiving pensions on account of military disability. The aim is to encourage employers to take on handicapped veterans. The general method is for the Workmen's Compensation Board of the province or the employer, if individually liable, to be reimbursed by the Dominion, in whole or in part, for the amount of compensation paid (the amount being regulated so as not to exceed in any one month a 100 per cent. disability pension).

Labor) of the House of Representatives investigating aid to the physically handicapped, which stated among other things:

The purpose of "subsequent disability funds" is to protect employers who hire disabled workers against a disproportionate and discriminatory liability and, at the same time, provide the worker with financial protection in case of increased disability. Thus there is removed one of the deterrent reasons for refusing employment to impaired workers on any other ground than their qualifications for the work to be performed. Experience of both the rehabilitation and employment services has convincingly demonstrated that the absence of special protection for subsequent disabilities is an important obstacle to the employment of disabled persons, be they veterans or injured workers.

In the *Union of South Africa*, the Workmen's Compensation Act of 1941 contains a special provision designed to facilitate the employment of disabled workers, namely, Section 32 (2), which provides that if the Commissioner is satisfied that, by reason of old age, any serious physical infirmity or any previous injury, a person is specially liable to meet with an accident or to sustain serious injury, he (the Commissioner) may authorise such person and any prospective employer to agree that compensation payable be less than one half of the amount which would have been payable had no such agreement been entered into, and the agreement is of force only when the old age or serious physical infirmity or previous injury has caused or contributed to the accident or to the seriousness of the injury.

In *New Zealand*, employers are required to insure all workers, but a section of the legislation authorises workers to contract out of the Act with the approval of a stipendiary magistrate. This section is sometimes used to permit the employment of disabled persons who would otherwise be considered too great a risk.

In *Great Britain*, the employer's fear of second injury is reported to have been a serious obstacle to the re-employment of partially disabled persons. The National Insurance (Industrial Injuries) Bill now under consideration would remove much of this difficulty.

In any country in which workmen's compensation constitutes an obstacle to the employment of disabled persons, the compensation system needs re-examination in order to see whether every possible step has been taken to eliminate an employer's reluctance to hire disabled persons because of fear of incurring a higher accident rate and greater compensation difficulties. Moreover, wherever exception is made to the compensation scheme with a view to permitting the employment of a disabled worker, (*e.g.*, allowing him to contract out of insurance coverage or to agree to a reduction of compensation), there is a danger of inadequate social protection. In such cases,

re-examination of the provisions might be useful to ensure that the worker himself is not asked to bear too much of the burden.

* * *

The methods described above are those which are most common at the present time in implementing policies aimed at facilitating the re-employment of disabled persons as wage or salary earners. They are not alternatives to one another, however. Most countries use several of these approaches rather than any one alone. In Great Britain, for example, the unified programme for promoting the re-employment of disabled persons includes a quota scheme, reservation of certain types of vacancies for the disabled, special action on the part of the employment service and systematic propaganda among employers and workers. Almost all countries have taken steps to promote public understanding of the limitless range of work which can be accomplished successfully by disabled persons. It is widely recognised that this constitutes an important element in ensuring support for any of the other approaches to the re-employment of disabled persons. Several countries, including Great Britain and the United States, report considerable success with programmes which combine demonstration of job performance by the disabled with explanations of the principles of placing disabled persons in suitable work.

In contrast with the policies most commonly used after the War of 1914-1918, there is at present less emphasis on quota schemes and other statutory forms of obliging employers, directly or indirectly, to engage a reasonable number of disabled persons, and more emphasis on methods aimed at persuading employers (and trade unions) that disabled persons can be fully efficient workers in a wide variety of occupations and industries. This has been an important result of the evolution of selective placement programmes, designed to promote objective and careful placement of disabled persons in the employments best suited to their abilities. It is, however, too early to suggest that compulsory employment of the disabled or other relatively strong special measures to help them find suitable employment are unnecessary. The scope and nature of the problem in many European countries is just beginning to emerge. It is among these countries that disablement has taken a heavy toll of the population, and they were the countries which leaned towards greater compulsion in the employment of disabled persons after the War of 1914-1918. Moreover, in Great Britain, which suffered serious casualties among civilians as well as service personnel,

it has been considered useful to introduce employment restrictions for the benefit of the disabled population.

Along with this, and related to it, it is significant that there has been no revival on a large scale of what might be classified as a sentimental approach to the problem, that is, appeals for employing the disabled for patriotic or charitable reasons and without particular regard to their economic efficiency as workers. Today, the methods used appear to be far more logical from the standpoint of employment policy in general and far more beneficial in the long run to the disabled persons themselves. The search for factual and objective information concerning the requirements of different jobs and the capacities of persons who are physically or mentally handicapped is an outstanding feature of the policies now being pursued. It may well exercise considerable influence on the whole outlook of employers' and workers' organisations on the problems related to the employment of disabled persons and overcome much of the reluctance of prejudice or fear which limited employment opportunities in the past.

Finally, experience so far indicates that the choice of method has been incidental to the achievement of the goal accepted by all of the countries without exception. The goal is full employment opportunities for the disabled in work suited to their capacities. The selection of the methods to move towards this goal has been decided in the light of national circumstances at the present time. These circumstances are subject to change, particularly in the vast employment readjustment now taking place in the transition from war to peace. It is worth noting, therefore, that most countries are admittedly proceeding with caution, flexibility, and a willingness to revise their approach to meet the changed requirements of a new situation.

RESETTLEMENT IN INDEPENDENT WORK

For many disabled persons, the most appropriate form of vocational rehabilitation is resettlement in professional or independent work. The disabled are a cross-section of the population, and industrial re-employment would not meet the needs of many disabled persons whose aptitudes and inclinations lie in other occupational fields. Moreover, independent work may provide a vocational solution for many disabled persons who are no longer able to cope with the hours, discipline or confusion of factory life or whose freedom of movement is severely restricted.

Thus, there is a general need for measures to assist disabled persons to obtain a footing in independent or professional work

for which they are qualified and in which they would have as good a chance of success as able-bodied workers. These arrangements may be in the form of loans or grants, the provision of tools or raw materials, preference in the grant of licences, etc. The examples given below are not comprehensive, but are selected to give an idea of the type of action which may be taken to promote opportunities for qualified disabled persons to enter independent work.

Belgium

A war-disabled person who has been rehabilitated with the aid of the National Institute for the War-Disabled and who wishes to set up as an independent craftsman may receive from the Institute a substantial part of the necessary tools and equipment, and in addition loans may be made to him.

Canada

Very little is done in this field for civilian disabled persons, but disabled ex-service personnel, like able-bodied veterans, may use their re-establishment credits for certain specified purposes, on approval, such as setting themselves up in business or buying tools or other equipment.

Finland

The Office of Vocational Rehabilitation has provided assistance in the form of tools, loans and grants to war-disabled persons. Such action is authorised by the Act of 7 August 1942, which states specifically that vocational rehabilitation assistance may be given in the form of raw materials, tools or loans, not only for the purpose of study or professional preparation, but also if the person concerned meets with difficulties after concluding his studies. Assistance in the form of raw materials and other materials needed for work, tools and machinery is granted after consideration of the person's economic situation; these materials or tools are either granted to him or placed at his disposal or procured for him (or their procurement is facilitated) when he begins to set himself up in an undertaking or, in exceptional cases, at a later date. This equipment is not liable to attachment and may not be transferred to another person without the consent of the Vocational Rehabilitation Department for Disabled Ex-Servicemen.

Great Britain

There is a Resettlement Grants Scheme (not yet in full operation) under which ex-servicemen and women, including the disabled,

who wish to set up in a small business, may, if eligible, obtain a money grant of up to £150 to assist them to meet their initial expenditure. Those eligible are persons who have since 25 May 1939 given full-time service in the forces, civil defence, merchant navy or auxiliary women's services and who are either restarting a business or have been disabled as a result of war service and wish to set up on their own. Disabled ex-servicemen are given a certain preference in the grant of licences for small retail businesses.

Tool kits are supplied to severely disabled trainees who set up in business on their own account at home, and may be supplied to disabled trainees where this is essential to enable them to enter their chosen occupation.

Luxembourg

Where necessary, special tools and machinery are placed at the disposal of disabled persons. The Office of Social Insurance may also make loans, at reduced rates of interest, to disabled persons in need of such assistance to set themselves up in independent work, among other things.

New Zealand

Policy for the resettlement of ex-servicemen, including disabled ex-servicemen, makes provision for a number of preferences to ex-service personnel in the grant or transfer of licences for self-account or small-scale enterprises, and also includes facilities for loans and grants. In most cases, the administration of these arrangements falls to the local rehabilitation committees. Where men are granted financial assistance, the terms of loans are arranged with full regard for the state of health of the borrower.

Sweden

Partially disabled persons who have received training through the cripples' institutions or the State Pension Board may be given a grant for working machinery and tools if it is considered that they are in a position to carry on independent work. Certain machinery is also lent, as a rule for a period of 5 years, after which they are given an opportunity to have the loan extended or to acquire the machines.

Union of South Africa

Ex-volunteers are assisted to set themselves up in independent work under the Financial Assistance Scheme, by means of which

they may be given a combined free grant and a loan not exceeding £1,250, the grant not to exceed £250.

Disabled civilians may receive assistance in some cases and where necessary from private voluntary organisations concerned with their rehabilitation.

United States

The federal Government does not make direct loans or grants or provide tools for disabled civilian workers, but under the federal-State rehabilitation programme, the State vocational rehabilitation agencies may, where necessary, provide "transportation, occupational licences and customary occupational tools and equipment". Rehabilitation may take the form of professional training or training for independent work, provided free of charge, and during such training a disabled person may, where necessary, receive a maintenance allowance to cover his essential living expenses "including the cost of any necessary books and other training material". Federal funds for rehabilitation purposes may be used to provide miscellaneous kinds of assistance to persons undertaking independent work, but, unless written application explaining the circumstances is made to and approved by the Federal Director or Regional Representative of the Office of Vocational Rehabilitation, federal participation in the costs of occupational tools and equipment will be limited to the "necessary amount", not exceeding \$250 (or such maximum sum as the Director may afterwards set), representing the cost of the tools and equipment needed to carry on the occupation in which the individual is established. Federal funds may not be used for rent, light, heat, power and other maintenance costs or for the cost of acquisition of inventories or expensive technical equipment entailed in establishing individuals in business enterprises or professions.

The education and training authorised under the Servicemen's Readjustment Act, 1944, and the vocational rehabilitation programme of the Veterans' Administration may include training for professional or independent work. These programmes are not conditioned on need. In addition, loans for business or farm purposes may be granted. The Veterans' Administration will guarantee up to 50 per cent. of a loan to a veteran (including a disabled veteran) for the purchase or construction of homes, farms or business property or farm or business equipment, up to a maximum guarantee of \$2,000.



Partly for lack of space, but primarily owing to the absence of reliable information, the material concerning the resettlement of disabled persons in independent work, and in agriculture in particular, is very sparse. Little information is available on the extent to which there is a demand among disabled persons for resettlement in independent work and what form of special assistance they need, in addition to any help that may be supplied to any civilian or veteran, able-bodied or disabled, seeking to establish himself in work on his own account.

Assistance is granted most frequently in the form of tools, materials, an initial grant and a low-interest or interest-free loan. War veterans may use their war service gratuities or re-establishment credits for independent business and agricultural undertakings. In some cases, disabled persons are granted preference in licences which must be obtained in order to engage in certain forms of economic activity, and, in other cases, this preference extends to war veterans, including disabled veterans.

In general, however, few countries have systematic arrangements to facilitate the establishment of disabled persons in independent work, though some have special arrangements for war veterans, from which disabled veterans may benefit along with the others. The lack of such arrangements is not surprising. It reflects the nature of independent work, above all. But before accepting the situation without question, it might be useful to be more certain whether independent work constitutes a solution for the problems of a substantial number of disabled persons, and, if so, what kind of work is likely to be most suitable, and what kind of public assistance might be necessary to enable the persons concerned to make their start. From this basis, it would be possible to judge the adequacy of the existing arrangements.

CHAPTER VIII

SHELTERED EMPLOYMENT FOR THE SEVERELY DISABLED

A good many disabled persons cannot hope to find or retain normal competitive employment, and a number of others are unable to enter ordinary employment immediately after their physical rehabilitation has been completed, or find that, after taking up employment, they are unable to stand the pace, at least temporarily. Nevertheless, most of them are capable of making a productive contribution in work adapted to their ability and in conditions adapted to their requirements. Any comprehensive programme for the training and employment of disabled persons should therefore include the provision of suitable employment for this group of the disabled.

The arrangements generally made for these persons are in the form of "sheltered" employment, that is, employment in which the disabled persons are protected from the competition of the able-bodied and are able to work under conditions fitted to their individual capacity. In some cases, these arrangements are made by public authorities and in others by private associations, with or without public subsidy or supervision. Sometimes, they apply to disabled persons with special types of disablements and sometimes to persons with a wide range of disablements who are prevented, because of the character of their disablements, from competing on equal terms with able-bodied workers. In all cases, however, the development of sheltered employment projects is a matter of public concern. First and most important, it is necessary to ensure that sheltered employment undertakings concentrate on their main objective of providing suitable employment for those who cannot work in ordinary conditions and that the disabled persons concerned are protected from exploitation of all kinds. It is also necessary, however, to protect general labour standards, to guard the public against articles produced under conditions which might endanger health or welfare, and, in a competitive society, to ensure that the production and marketing of goods in sheltered employment conditions do not constitute unfair competition with private industry.

The organisation of sheltered employment therefore gives rise to a number of questions of general economic and social importance. Other problems of equal difficulty relate to the choice of projects suitable for the persons who need sheltered employment, the organisation and financing of projects, and the adaptation of working conditions so that the needs of each individual may be met within some general scheme, and so that there is some fixed relation between these conditions and those prevailing on the open employment market.

One of the more stubborn of these technical problems is that of determining which of the disabled are in need of sheltered employment. There is, in fact, no clear line between a disabled person who can fend for himself in normal employment and one who needs sheltered employment. The size of the group requiring sheltered employment will vary appreciably with general employment conditions. Where full employment exists, it may be very small indeed, far smaller than might be expected. Where unemployment gains a foothold, however, many disabled persons who might otherwise expect to work in ordinary employment may find themselves excluded from such employment because of changed hiring specifications on the part of employers. They therefore become candidates for sheltered employment, even though the real solution for their problems lies in action to maintain full employment. Moreover, a good many disabled persons are able, after a period of sheltered employment, to move into ordinary employment or training. These factors point to the need for determining the general conditions of initial and continuing eligibility for sheltered employment. They also indicate the need for defining the principles and aims of sheltered employment projects with a view to ensuring that these projects are co-ordinated with the general programme of employment and training in such a way as to facilitate movement towards ordinary employment so far as possible. In this way, sheltered employment may be confined to those for whom it is a real necessity in full employment conditions.

Finally, there is a problem which cuts across many of the other problems connected with sheltered employment, namely, the character of the work to be done in sheltered workshops. A "make work" policy, resulting in the production of goods not really needed and sold more or less on a charity basis, would be of little or no value to the economy, nor would it have the effect of giving the disabled persons concerned the satisfaction of making a useful contribution to the public welfare and of improving their morale and psychological outlook. On the other hand, the production of useful commodities under sheltered conditions may often encounter

opposition from private employers and sometimes trade unions and may give rise to a whole series of difficult problems.

Some of the arrangements for sheltered employment made or proposed in various countries are described below. In many other countries, the need for sheltered employment is appreciated, but little has so far been done to analyse and overcome the obstacles to launching projects on a sound basis.

NATIONAL ARRANGEMENTS

Canada

Sheltered workshops have not become general. The two largest cities (Montreal and Toronto) have local arrangements on a limited scale, for specific groups of the disabled.

Finland

General arrangements for sheltered employment have not been made so far, but disabled ex-servicemen have their own organisation (the Fraternity of Disabled Ex-Servicemen) for the production of goods, in special conditions, by seriously disabled men. The goods are marketed through the organisation *Triva*.

Great Britain

At present, the seriously disabled who cannot enter normal industry are provided with training and sheltered employment through a "scheme of grants" to voluntary non-profit undertakings which agree to make such provision, such as the Lord Roberts' Memorial Workshops. The chief purpose of the scheme is to enlist the full co-operation of these undertakings in providing specialised training or employment in sheltered conditions for severely disabled persons and to stimulate such action by financial support. The work carried on by these undertakings varies considerably. It includes carpentry, leather work, boot and shoe repairing, toy making, basket work, weaving, clerical work, surgical-appliance making and machine knitting.¹

The Disabled Persons (Employment) Act, 1944, provides for the setting up under Government auspices of a non-profit-making body to arrange employment in sheltered workshops for those unable to compete in normal industry. It also authorises the Minister of Labour to give financial assistance to local authorities

¹ Extracts from the Government leaflet explaining this scheme are included in Appendix IX.

and to voluntary bodies who are providing similar sheltered employment facilities.¹ Thus, in June 1945, the Disabled Persons Employment Corporation Ltd., was set up with a board of directors of 8 persons (including an employers' and a trade union member) appointed by the Minister of Labour, and a financial director appointed by the Minister with the agreement of the Treasury, for a period of three years. The Corporation is a public company, incorporated under the Companies' Act, 1929, required by its constitution to apply its profits, if any, or other income in promoting the objects for which it was formed, and prohibited from paying any dividend to its members. The ministerial statement announcing the organisation of the Corporation envisaged its work as follows:

The function assigned to the Corporation by Section 15 of the Disabled Persons (Employment) Act, 1944, is to make special provision for registered disabled persons who, by reason of the nature or severity of their disablement, are unlikely to obtain employment or work on their own account except under special conditions. In carrying out this function the Corporation will take account of, and where necessary supplement, the work of voluntary organisations and other non-profit-making bodies already providing facilities for this class of disabled persons and also of local authorities who make similar provision in the exercise of their statutory powers. The measures and methods which the Corporation will adopt will depend largely upon the nature and extent of the field to be covered and this will not be precisely known until the register of disabled persons has been compiled. Its powers are, however, wide enough to cover, for example, the provision of special workshops, the provision of hostel accommodation linked with these workshops, and the provision of special facilities for home-workers.²

It is hoped after the war to develop the production of sheltered undertakings through contracts from Government departments and other employers for articles, in regular demand for Government or other purposes, which lend themselves to small-scale manufacturing process.

Luxembourg

The establishment of sheltered employment for seriously disabled persons is now under consideration.

New Zealand

The Disabled Servicemen's Re-establishment League is giving special consideration to the whole question of sheltered employment. It recognises that a proportion of men suffering from major disabilities will not be absorbed by private industry, but will need some form of sheltered employment for the rest of their lives. The League is therefore planning to provide such sheltered occupations by the

¹ The text of these provisions is given in Appendix IX.

² *Ministry of Labour Gazette*, May 1945.

establishment of suitable light industries (such as the manufacture of paua shell jewellery for export) in which the residual work and earning capacity of seriously disabled persons may be utilised.

Sweden

There are no systematic public arrangements for sheltered employment. A certain, but by no means complete, monopoly position has been created by means of propaganda for a few trades, chiefly brushmaking and basket-making, and in these trades sheltered conditions tend to prevail.

Union of South Africa

An Interdepartmental Committee on Disablement Problems arising out of the War reported, among other things, that "in some cases severely disabled soldiers will not under the most favourable circumstances be able to enter normal employment", and that "to meet their need consideration may have to be given to the subsidisation of workshops and the establishment of colonies and settlements where the semi-fit soldier can work under suitable conditions". On the recommendation of a conference on the problems of disabled volunteers, held in September 1943, a committee was set up to promote and control the development of urban sheltered employment for disabled ex-servicemen. The Committee, which includes representatives of Government departments and of employers' and workers' organisations, issued its report at the end of 1943. The policy and principles recommended in this report have been accepted by the Government.

The Committee concluded that "it should be a cardinal principle that sheltered workshops, operated with State subsidy, should be conducted by non-profit making organisations". It therefore urged that such workshops be established by the State or by voluntary non-profit organisations. The State should, in general, maintain sheltered workshops where suitable voluntary organisations are not available, willing and competent to undertake the work. Full use should be made of the voluntary organisations developed during the war, but the State has a primary responsibility to direct national policy in regard to sheltered employment and to finance individual workshops. In order to dissociate the provision of sheltered employment for ex-volunteers from any stigma of charity, the Committee recommended that the State subsidy should be sufficient to enable the agency to conduct the scheme without the necessity of appealing

to the public for funds, and that it should be payable on a clearly defined basis.¹

Administratively, the Committee recommended a national board for sheltered employment, not exceeding 11 members and including representatives of employers, trade unions and returned soldiers, and local management committees approved by the board and made up according to local conditions.

The selection of disabled persons for sheltered employment should be based on principles established by the board² but, within these limits, should be left to the local committees, which should approve the eligibility of applicants. A person selected for sheltered employment would be free to leave it at any time; it would be part of the task of the local management committee, with medical re-examination, to advise him about his ability to re-enter normal employment. The labour officer and medical officer would make an annual inspection of sheltered workshops and discuss with the management committee cases referred to them by that committee, with a view to ensuring that the persons who could enter ordinary employment were induced to do so.

The Committee urged that no sheltered workshop be set up without thorough investigation of its feasibility by the Departments of Labour and Social Welfare. It favours the establishment of a relatively large number of small centres in order to ensure continuation of family life. As to whether specialised centres for persons suffering from particular disabilities should be set up, the Committee suggested that it would be more practical to start projects which promise to provide employment for persons suffering from many kinds of disabilities, but that the introduction of special centres should be reconsidered in the light of experience.

In regard to the type of work which should be undertaken, the Committee urged only that the dual criteria of the business and the workers' welfare be taken into account, and that projects should be selected which "enter a new field of production or otherwise are conducted in such a way as not to constitute unfair competition with legitimate trade".

¹ (a) Towards capital expenditure on approved buildings and equipment, a grant, if necessary, up to 100 per cent. of cost.

(b) Towards operating costs, subsidy in advance based on estimates of the agency for the ensuing year not exceeding the anticipated difference between the total operating costs and the income of the undertaking in that year (and subject to later modification).

² The Committee defined eligibility for sheltered employment in general terms by stating that such employment should be made available for ex-volunteers who, owing to their disability, cannot be placed in an occupation in the open labour market, but who are nevertheless capable of worth-while employment under special conditions.

¶ Hours worked should never exceed the maximum laid down in the Factory Act, but each worker's hours should be set by the management committee. If a disabled person works the full hours normal for his trade, or works to the top of his residual powers and skill for lesser hours, he should be paid at least a wage set for the trade by collective agreement or other determination, but no person should receive less than 60 per cent. of that rate. Progression should be in three grades (70, 80 and 90 per cent. of full wages) and dependent upon examination of efficiency by the local committee. No special wage rates are prescribed for trainees. Part-time employment is visualised for all persons who are capable of doing at least "a minimum of worth-while employment". Sick and vacation leave should follow, in general, the standards set in the Blind Persons Act (No. 11 of 1936). The general welfare of the workers would be governed as a minimum by Factory Act standards. Where extra financial assistance is needed (*e.g.*, to cover costs of needed medical aids and appliances), the expenditure for these items should be subsidisable on the same basis as general operating costs. Workers in sheltered employment would have a final right of appeal to the National Board.

In order to lay down the regulations to carry out the policy recommended in this report, a *Memorandum on Sheltered Employment Projects* was issued to all local advisory committees on sheltered employment (see below) and to all agencies approved for the purpose of conducting sheltered employment projects.

The National Board for Sheltered Employment has been set up. According to the *Memorandum*, it may appoint local advisory committees to act as its local agencies. The functions of these committees are: to advise the Board on the need for, and matters connected with, local sheltered employment projects and on applications of agencies which wish to conduct such projects; to assist the managing committees of sheltered undertakings; to ensure compliance with the standards and instructions of the National Board; and to ensure that the sale of commodities is carried out with fairness to industry and commerce. Each committee is to consist of the Demobilisation Readjustment Officer (or a representative of the National Readjustment Committee for Disabled Soldiers), and a representative each of the Department of Social Welfare, the Department of Labour, the local Chamber of Commerce, the local Chamber of Industries, and the South African Trades and Labour Council (or the co-ordinating trade union).

Admission to sheltered employment will be the function of the Demobilisation Readjustment Officer, who will be the only channel through whom ex-volunteers may be admitted to sheltered employ-

ment projects. Two certificates are required in applying for admission—a medical certificate and a certificate of unemployability in the ordinary labour market by an employment officer of the Department of Labour.

The projects will be of two types, urban projects and community centres. The urban projects, for ex-volunteers living in cities, will provide ex-volunteers with employment in workshops, but they do not provide homes for them and their families. The community centres are sheltered undertakings where the ex-volunteer lives with his family and is given suitable remunerative employment compatible with his disability. These centres are exclusively for epileptics and tubercular persons as well as other seriously disabled volunteers whose readjustment can only be achieved by the community centre methods.

The conditions of work and general organisation of the sheltered employment projects, as laid down in the Government *Memo-randum*, are reproduced in Appendix IX.

United States

There are several hundred sheltered workshops in the country operating under public or private auspices and all aiming at providing employment, training and rehabilitation services for the seriously disabled. There are, however, no commonly accepted standards to guide the organisation and operation of these workshops, though several national agencies have national standards for the workshops affiliated to them.

The limited variety of services authorised under the vocational rehabilitation programme until the 1943 amending legislation did not permit the public provision of adequate facilities for the training and employment of severely disabled persons. Restrictions were placed on the use of federal funds for physical restoration, specialised training and the organisation of special non-competitive enterprises. A few States pioneered in developing methods and facilities for the severely disabled, and this was taken into account in amending the federal-State programme in 1943. There is now authority to use federal funds for physical reconditioning and for developing varied fields of employment in which the residual abilities of severely disabled persons can be used.

One of these fields is sheltered workshops and home occupations. In co-operation with public and private agencies, plans are being made by the Office of Vocational Rehabilitation for developing and improving these facilities and for working out standards for their administration and activities. The States have been urged to

investigate existing sheltered workshop facilities in order to evaluate their potentialities for an enlarged programme.

A statement of *Elementary Standards respecting the Policies, Organisation, Operation and Service Activities of Sheltered Workshops* was prepared and published by members of the National Advisory Committee on Sheltered Workshops of the Wage and Hour and Public Contracts Division of the Federal Department of Labor.¹ The statement includes standards recommended by the Committee to govern the purpose, organisation and management of sheltered workshops, and their activities, working conditions and wages. Parts of this statement are reproduced in Appendix IX. It is hoped that these standards will exert an appreciable influence on the development of sheltered workshops throughout the country.

U.S.S.R.

The conditions under which sheltered employment is provided in the Soviet Union naturally differ considerably from the arrangements made in other countries. The non-competitive socialist economy makes it relatively easy to integrate special conditions for disabled persons into the existing economic and social structure. In some cases, sheltered workshops are attached to factories and other undertakings; in other cases, they are set up independently. Special homes are maintained for severely disabled ex-servicemen, in which subsidiary productive work, geared to their capacity, is carried on.

Of particular interest are the disabled persons' co-operative societies, which increased in size and importance during the war. While they are not closely comparable to sheltered workshops in other countries, they appear to serve a somewhat similar purpose. The disabled persons' co-operatives form an independent system under the supervision of the People's Commissar for Social Assistance. Disabled persons in receipt of pension and persons whose capacity for work has been reduced, if entitled to assistance in the form of work, may be admitted as members of these co-operatives, provided that they are over 16 years of age. Their aim is to improve the economic position of disabled persons and to integrate them into the socialist reconstruction effort through work based on self-help. The financial resources of the co-operatives are made up from entrance fees, members' subscriptions, subsidies from the Social Assistance Commissariat, etc. The organisation of work and the management are generally similar to those of any other co-operative.



¹ The Committee includes representatives of industry and of labour.

The organisation of sheltered employment is still in an early stage of development in most countries, but the plans being made and applied in the various countries have a number of points of similarity.

There is a definite tendency towards greater public responsibility in the organisation and administration of sheltered workshops and in the standards which the projects must meet in order to receive public sanction and subsidy. Moreover, the public supervisory or administrative machinery is usually of a representative character, and often includes representation of private industry and of trade unions.

There has also been widespread acceptance of the principle that sheltered workshops should be non-profit-making in character and thus be in a position to concentrate their work directly on the provision of suitable employment for severely disabled persons. In addition, it is now widely agreed that sheltered workshops should not be established or maintained on a charity basis, but should be set up with the aid of public funds. Nevertheless, the value of the work done by voluntary organisations is fully recognised, and Government policy is being directed towards supplementing their work and assisting them to develop their activities along the most constructive lines. To this end stress is being laid on adequate public subsidy, payable under clearly defined conditions.

Some countries are considering the problem of sheltered employment primarily in relation to the needs of disabled ex-servicemen. It is interesting to note, therefore, that the South African Committee on Urban Sheltered Employment for the Disabled reported:

It is strongly felt... that the problem itself is not confined to this class of disabled person and that the attention of the Government should be drawn to the needs of disabled civilians. It is considered possible and practicable that the administrative machinery advocated in this report may in due course be extended and if necessary modified to meet the needs also of the civilian who is capable of employment under sheltered conditions.

In other countries, sheltered employment projects have been set up on a local basis for particular groups of the disabled, but no general arrangements for public subsidy or supervision have been worked out.

As to the choice of the work to be done by sheltered workshops, the United States Committee's *Statement of Elementary Standards* urges that production of goods, while essential to the successful operation of the shop, "should nevertheless be kept incidental to the rehabilitation of the individual". Some countries consider that, to avoid unnecessary expense, the projects should be established on as self-sufficient a basis as possible. The South African policy is

that attention should be given to the feasibility of the project "from the business as well as the welfare of the workers point of view" and also that projects should not be approved if they would constitute unfair competition with "legitimate trade". In Great Britain it is hoped to direct the production of sheltered workshops towards filling contracts placed by Government departments or private industry. This would make it easier to follow out the important principle emphasised by the British Interdepartmental Committee on the Rehabilitation and Resettlement of Disabled Persons, that, so far as possible, the workshops should produce goods needed by the public and not luxury items or novelties which make no useful contribution and are sold on a charity basis. Experience in a number of countries with comparable projects seems to show that it is psychologically better for any person to be employed on work considered useful than on improvised work of little economic or social value. The work capacity and qualifications of the disabled persons in need of sheltered employment should, of course, be the dominant factor in selecting the projects to be put into operation. The present tendency to concentrate on handicrafts can hardly be explained in these terms, however; the choice here is dictated by more complex considerations. For example, some projects have had to be selected because the production would not compete with private industry. Moreover, the British Government notes the necessity of choosing a type of production which can be efficiently carried out by small-scale manufacturing processes. This is naturally of importance, and particularly so where relatively small numbers of persons are employed.

These factors raise three further questions. The first is whether sheltered centres should specialise in employments suitable for persons with particular disabilities or should provide a wide range of different occupations. The tendency in the past has been mixed—voluntary organisations catering for special groups (*e.g.*, the blind) have set up specialised workshops, and other public and private organisations have set up more general sheltered workshops serving persons with many different disabilities. Whatever may be the ideal solution — and experience has still to show what is the ideal — the practical solution for the experimental post-war period may well be that suggested by the South African Committee, which recommended the establishment of centres providing for persons with many different kinds of disabilities.

Secondly, there may be some choice to be made as to whether a scheme of subsidising suitable private undertakings to provide sheltered employment for individuals is more appropriate than workshops set up only to provide sheltered employment. Possibly

both are useful. It is widely agreed, however, that there are many dangers of serious abuse in a scheme of subsidised sheltered employment in profit-making enterprises. This fact is responsible for the present trend, mentioned above, towards greater public control of, and supervision over, standards in sheltered employment projects, and the general refusal to subsidise such projects in profit-making enterprises. In any case, the decision must be made in the light of practical conditions and of the needs of the disabled persons to be provided with sheltered employment. Some persons might be better off in special conditions in private employment and others in special sheltered workshops. In an area where there is no sheltered workshop, any persons needing sheltered employment might benefit by placement in a private undertaking, under conditions agreed to and supervised by the Government, the employer and the trade union concerned. While such projects might have the advantage of assimilating the seriously disabled with other workers and integrating them more closely into normal industrial and social life, they could only be organised with most painstaking efforts to avoid any possibility of abuse. It is interesting to note that the available information indicates that the Soviet Union, primarily because of the socialist basis of its economy, is centering its activities for the seriously disabled in sheltered workshops built up as an integral part of, or as annexes to, existing industrial establishments. It is apparently considered that this has definite psychological advantages and enables those in need of sheltered employment to live a far more normal and constructive life.

Finally, there is the closely connected question of locating sheltered employment projects in places where they are readily accessible to the persons who need such employment. Sheltered workshops catering for particular disabilities would be impracticable except in localities where there are enough persons with the same disabilities. Even the more general workshops would have to be dispersed so as to be within reach of the persons for whose benefit they are established. Sheltered employment differs from a retraining course; for many, it is far more permanent. Therefore, an important consideration is that mentioned by the South African Committee, namely, that the projects should be located in many centres, so that the family life of the disabled persons may be preserved. Where this is not possible, there may be a need for residential units to be organised around the sheltered workshops.

As a rule, sheltered workshops are required to conform to at least the minimum standards laid down by the legislation governing conditions of work in factories and thus to bear some relation to conditions prevailing in private undertakings with fair labour

standards. Hours of work naturally vary in all the workshops according to the capacities of the disabled persons concerned. In general, medical supervision is far more common in sheltered employment projects than in other schemes for facilitating the vocational re-establishment of the disabled.

The question of remuneration has been one of the most difficult to solve. A proper standard of remuneration is important, both in preventing exploitation of the disabled persons and in assuring wholehearted employer and trade union co-operation with the projects. In the United States, the principle followed is that a sheltered workshop should not only apply federal and State wage regulations, but should develop and maintain wage standards comparable with those prevailing for similar production and quality of work in private undertakings with approved labour standards.¹ In the Union of South Africa, the Committee recommended a direct and fixed relation between the wages paid to persons in sheltered employment and those in ordinary employment and also suggested a minimum percentage (60 per cent.) of the usual rate for the trade, below which no disabled person's remuneration should be allowed to fall. Where the hours of persons employed under sheltered conditions are limited, the remuneration is generally low, even where the usual hourly or piece rate for the job is paid. In such cases, there is a need to bring the total remuneration up to a level assuring decent living standards for the disabled persons. This is generally done by public subsidy, a method which has the advantage of removing any necessity for recourse to charity or relief.

Most sheltered workshops provide training as well as employment for the disabled persons admitted to them, and some of them provide a wide variety of other services of an educational or recreational character. Moreover, facilities for home employment for seriously disabled persons able to work but unable to leave home exist in some countries. Such arrangements are not, as a rule, standardised to any great extent, and the enforcement of approved conditions of employment is an extremely difficult administrative problem. Very little information is now available concerning these schemes. They are, however, a necessary supplement to measures for providing employment opportunities for disabled persons; and it would appear to be practical, as well as desirable, to develop facilities for home employment for disabled persons in connection with sheltered workshop projects, making use of the same general administrative machinery.

¹ See Appendix IX.

Thus, while experience with sheltered employment projects on any large scale is still lacking, and while many of the problems therefore remain unsolved, it is significant to note the general acceptance, not only of the need for providing such employment, but also of the wider sphere of public responsibility and influence in this field.

CHAPTER IX

PLACEMENT ARRANGEMENTS

The preceding chapters have dealt largely with the preparation of disabled persons for employment. Once the disabled have recovered their working capacity, chosen their field of work, and taken any retraining that may be necessary, they are ready to enter the employment market. The purpose of this chapter is to describe briefly the arrangements which have been made to place them in suitable employment.

The tendency, noted throughout this Report, to treat the disabled as able-bodied workers from a vocational standpoint, wherever at all possible, has had marked repercussions on placement work. "Selective" placement of the disabled, that is, a careful selection of employment according to the capacities of the worker and the requirements of the job, is one of the most significant developments in national policies concerning the training and employment of disabled persons.

The importance attached to careful placement of disabled persons has already been emphasised. In fact, since the selective placement of the disabled is the goal of many of the vocational rehabilitation programmes, it enters into each stage of the process. In some countries, therefore, the employment service co-ordinates each phase of rehabilitation with a view to ensuring that selective placement may be made possible through guidance and retraining geared to a specific employment objective. Where this is so, it is difficult to distinguish the placement machinery from the rehabilitation machinery as a whole. In other countries, the employment service enters the rehabilitation process at a later stage and is responsible for the placement of the disabled in suitable employment, but for little or nothing else. As a rule, however, the employment service is the agency which has the highly important task of facilitating the placement of the disabled in the work for which they are best fitted. Its general organisation and functions equip it to make available to disabled persons the widest possibilities of employment. This is a specially important consideration today, when the emphasis is on broadening the opportunities of the disabled in all kinds of work according to their abilities, and not singling them out for special treatment because of the mere fact of disablement.

The precise arrangements made to place disabled persons in employment vary from one country to another. However, most of them are of recent origin and many of them are still in the initial stage of development. Experience of their operation is still very slight, but there is no doubt that they are more than a transient feature of employment organisation.

The chief question of principle to be decided is whether to set up specialised placement machinery for the disabled or to entrust their placement to the normal machinery used to assist all workers to obtain suitable employment. This is a question which cannot be answered in general terms, but must be resolved in the light of the needs of the disabled population and the facilities which can be provided through the existing employment service to meet these needs.

If specialised machinery were set up, several further questions would arise. What, for example, would be its relations with the regular employment service? Unless it were an integral part of, or at least closely linked with, this service, there would be a grave danger that employment opportunities for disabled persons would contract rather than widen. Moreover, experience has shown that it is essential to maintain employer-worker collaboration in the placement of disabled as well as of all other persons. Unless, therefore, specialised machinery set up for placing the disabled could be assured of the support of employers' and workers' organisations, the prospects of success would be very small. Consequently, should it be decided to create special machinery, it would be necessary to make arrangements for its integration or co-ordination with the regular employment service and for its collaboration with employers' and workers' organisations.

These considerations, among others, have led a good many countries to include special placement arrangements for the disabled in the regular employment service machinery. The arrangements have taken the form of strengthening the employment service so that it may provide better placement work for the disabled. The general aim is to serve them through the regular channels, and yet to make available to them the specialised service that they may require.

However, the machinery set up in many countries to help war veterans, including disabled veterans, back into civil employment often extends into the field of placement work. A similar tendency may be observed in liberated countries with special services for returned prisoners and deportees or for war-disabled persons. Where this machinery overlaps the placement function, there is an added need for co-ordinating these arrangements closely with the

regular employment service machinery and with any special arrangements that may have been made for placing civilian disabled workers in employment. Otherwise, there might be duplication of effort and administrative confusion, which could only be prejudicial to placement work on behalf of all handicapped persons.

ADMINISTRATIVE ARRANGEMENTS

Australia

Special sections of the National Service Offices of the Manpower Directorate have been established to deal with the placement problems of the disabled. It is proposed to extend and improve these facilities as fast as suitable qualified personnel can be secured or trained, and to make them a part of the decentralised Commonwealth-State Employment Service proposed in the Re-establishment and Employment Bill.

Disabled ex-servicemen may first be interviewed for placement by the Rehabilitation Sections of the National Service Offices, and then possibly referred to the sections specialising in placing the disabled, or they may be interviewed and placed through the special employment offices set up at the Service Discharge Centres.

To assist in placing the disabled in industry, it is proposed to set up special committees of advice which would include representatives of employers and workers.

Brazil

No special arrangements have been made to place civilian disabled persons in employment. Presumably they use the facilities available for other workers. The revised accident compensation legislation of 1944 provides, however, that "when special vocational schools have been established rules shall be made governing the admission of rehabilitated persons to employment which they are able to perform efficiently" (Art. 92).

The Decree concerning the rehabilitation of disabled members of the armed forces provides that, to furnish rehabilitated persons with employment, the Rehabilitation Commission should refer applicants to the following authorities:

For civil service positions:

President of the Federal Civil Service Department

Directors-General of the State Civil Service Departments, or

Chiefs of the State Executive Authority (where there is no civil service department)

State Departments of Municipal Administration

Governors of the Territories
Secretary-General of the Administration of the Federal District
Directors of autonomous agencies.

For employment in private undertakings:

Director-General of the National Labour Department of the Ministry of Labour, Industry and Commerce.

Canada

Disabled civilians seeking employment are placed either through the regular machinery of the employment office or, where it seems to be in the interests of the applicant, through the Special Placements Sections of the Employment and Selective Service Offices. Special Placements Sections are being organised in 19 employment offices throughout Canada. The actual placements of disabled workers with vocational handicaps which can be identified are made through these Sections. In small offices where there is necessarily less specialisation, the special placements work is done by employment officers who also have to deal with other types of placements. A supervisor of special placements in each of the five regional offices is responsible for co-ordinating the special placements work of the local offices and for integrating it into the activities of the regional employment office. At headquarters, the Special Placements Division of the Employment Service Branch, under a Supervisor of Special Placements Operations, acts as the centralising body. This network is designed to strengthen the employment service by serving as a focus for agencies working in the interests of the physically handicapped and co-ordinating their efforts to place handicapped persons in remunerative employment.

In addition, the Casualty Section of the Department of Veterans' Affairs has the right to effect the placement of disabled veterans. The Casualty Rehabilitation Officers are responsible for a specified number of disabled veterans and they may place them directly with employers, provided they inform the local employment office of the placements effected.

No special machinery has been set up to enlist the co-operation of employers and workers, but particular efforts are being centered on employer relations work in order to broaden the range of special placements.

Chile

Disabled applicants for employment are placed by the employment offices in the same manner as non-disabled applicants.

Denmark

In the public employment offices in certain towns, chosen in connection with an experiment of the Ministry of Labour and Social Affairs, special sections have been opened for disabled applicants for work. The officers attached to these sections are responsible for interviewing the disabled persons, referring them to rehabilitation work projects, training or employment, as appears appropriate. A doctor is attached to the section to advise the employment officers, partly in the actual work of selecting suitable employment and partly in post-placement follow-up work.

Finland

The Office of Vocational Rehabilitation, serving war-disabled persons, has established a separate Placement Section. Throughout the country, the placement work is done, under the supervision of this Section, by vocational rehabilitation officers. This machinery works side by side with the regular Employment Service and in close collaboration with employers' and workers' organisations.

Great Britain

In the placing of disabled persons, the normal employment exchange machinery has been reinforced by the addition in every employment exchange of a Disablement Rehabilitation Officer, whose duty it is to assist disabled persons with all their employment or training problems. These Officers co-operate closely with the vacancy sections of the employment exchanges.

This type of action was recommended by the Interdepartmental Committee on the Rehabilitation and Resettlement of the Disabled, which stated in its report:

It was pointed out... above that placing in employment would not complete the process of rehabilitation unless proper care is taken to see that the employment is suited to the disablement and makes full use of individual capacity; this was emphasised... in respect of amputation cases where artificial limbs have been fitted. The Committee recognise that much useful work has been accomplished by the Employment Exchanges in the placing of disabled persons under the Interim Scheme, but they consider that the post-war situation will require the establishment, within the Employment Exchange machinery, of a specialised service to undertake not only placing but also the follow-up work that is necessary to ensure that the placing is satisfactory to the individual and to the employer. Such a service will need the advice and help of medical and other experts, and the Committee suggest that this should be secured through the system of local committees which has been recommended for the legislative proposals on resettlement; it will be useful to add to the committees for this purpose representatives from some of the voluntary societies — Service and civilian —

which have specialised in welfare work among disabled persons. With the aid of these committees an efficient follow-up service could be developed and in the Committee's view this should be regarded as a vital part of the administrative machinery.

Luxembourg

As has been mentioned, the Order of 26 February 1945 set up under the Ministry of Labour an Office responsible for the employment and training of war-disabled persons and workers injured through industrial accidents. The placement of disabled persons is done by the staff of this Office. The Office works closely with the factory inspection service, the National Labour Office, and the Office of Social Security, and includes in its membership a representative of employers' and one of workers' organisations.

New Zealand

Emphasis is placed on the selective placement of disabled persons. So far as disabled servicemen are concerned, the Rehabilitation Officers of the Rehabilitation Board and the field officers of the Disabled Servicemen's Re-establishment League take part in the placement work. The League's field officers assume primary responsibility for the placement of disabled ex-servicemen transferred to the League for training.

Under the Placement Service procedure, the machinery for placing disabled civilians in employment was substantially that applied in the case of ordinary workers, except that disabled persons who presented particular placement difficulties received considerably more personal attention, interest and enthusiasm.

Special care is given to follow-up work. The Rehabilitation Board, in its 1944 report, stated:

Continued friendly after-care or post-placement contacts with disabled men are regarded as important. Very often the men in question suffer minor physical or psychological setbacks even after satisfactory establishment has been reported, and here the value of friendly advice and encouragement is most helpful. Post-placement contacts of this kind are often the means of averting a break-down in employment, and therefore a recession in every aspect of the disabled man's case. Rehabilitation Officers and League field officers have therefore co-operated closely in following up all the cases of all the more seriously disabled men with a view to encouraging them to discuss any difficulties or developments likely to prejudice their long-term rehabilitation. The results obtained from this follow-up service have amply justified it.

Sweden

The question of special placement machinery for partially disabled persons is under consideration. The proposals which the

Committee on Disabled Persons is expected to submit are reported to be along the following lines. The placement of the disabled would be closely linked with the public employment service. In every provincial labour board (the regional directorate of the employment service), at least two officials would be appointed to handle these questions. One of them would deal mainly with tuberculous persons. If need be, the number of officials would be increased, and the Committee anticipates that this would soon be necessary. These officials would be available for placement interviews at all the larger employment offices in their district; and doctors, hospital curators, social service officers, etc., would be able to refer the disabled persons whom they contact to these officials. Close collaboration with employers' and workers' organisations would be sought, and it should be remembered that their representatives sit on the provincial labour boards.

Union of South Africa

The ordinary employment service machinery of the Department of Labour is used to place disabled persons in employment suited to their capacity. These arrangements are also used for placing ex-volunteers in employment. It is estimated that some 85 per cent. of the disabled volunteers are so placed in the ordinary employment market.

An Interdepartmental Committee on the invalidity scheme, pulmonary tuberculosis cases and the so-called "burnt-out" war veterans, and the National Board for Sheltered Employment, with the support of the Directorate of Demobilisation, have recommended that a specialist division should be created in the Department of Labour and made responsible for placing disabled soldiers in suitable employment. This scheme is now under consideration and, should it be adopted, it is anticipated that it would be extended to cover all disabled persons in search of employment.

United States

The U. S. Employment Service has a legal responsibility, under the Wagner-Peyser Act of 1933, to provide facilities for the placement of the handicapped and for veterans, including disabled veterans. In carrying out this responsibility, the Employment Service is organising in each of the 3,500 local offices a unit specialising in the placement of handicapped workers. It is considered important that placement work on behalf of handicapped persons should be centred in the Employment Service proper,

because in this way the broadest opportunities for placement of these persons can be made available.¹

The State Rehabilitation agencies administrating the programme for disabled civilians therefore utilise the employment service facilities under the terms of an inter-agency co-operative agreement entitled *Joint Statement of Principles with respect to the Placement of the Disabled by the War Manpower Commission and the Office of Vocational Rehabilitation, Federal Security Agency*. Although the U. S. Employment Service undertakes the placement of rehabilitated workers, it makes placements in accordance with the vocational objective of the State agency, whose responsibility does not end until each worker with whose future it has been concerned is established in suitable employment. The Veterans' Employment Service, which is a closely integrated part of the U.S.E.S., has the responsibility for developing employment opportunities for veterans, including disabled veterans, and for acting as liaison between disabled veterans and existing services for the handicapped within the employment offices. Local veterans' representatives of the Veterans' Employment Service are instructed to co-operate fully with the officers engaged in placing physically and mentally handicapped workers. In some offices the local veterans' representative and the interviewing officer serving the handicapped may be the same person.

U.S.S.R.

The placement of disabled persons in employment generally falls to the social assistance offices, which depend on the close co-operation of the trade union organisations in carrying out their placement work.

METHODS OF PLACEMENT

Australia

The Government is encouraging employers, in co-operation with the Government departments concerned, to analyse their jobs with a view to considering which might be suitable for persons suffering from various kinds of disabilities. This information will be utilised by the employment office sections specialising in the placement of the disabled.

¹ The placements of physically handicapped persons by the Employment Service increased greatly during the war, both in number and in relation to total placements of all persons through the Service.

Canada

The Employment Service of the Unemployment Insurance Commission is basing its placement work on the theory that "it is not what is gone, but what is left that counts" and that every handicapped person has a right to remunerative and useful employment. Current efforts are aimed at breaking down the "faulty philosophy which so magnifies the handicap that it becomes the determining factor in classification". Placements are now being based on consideration of all the applicant's work experience, training, aptitudes and interests which are not affected by his disability. A job is selected in the occupational field in which the person's potentialities are greatest and where the disability will not affect job performance.

The arrangements for matching the abilities of the applicant against the requirements of the job, or selective placement, follow largely the pattern worked out in the United States. They are based on a careful individual analysis of the applicant's capacities and an examination of available jobs from the point of view of their actual physical demands.

Officers of the Special Placements Sections are instructed to visit industries in their areas in order to prepare the necessary job analyses. While making the job analyses, they are expected to view the job in relation to the applicant's skills, and work limitations, if any. Then, by consultation with personnel managers or foremen, it is possible to suggest any adjustments in the job which might facilitate successful placements of specific handicapped workers. Standard forms and material are used: an *appraisal of physical capacities form* and a *physical demands form* for information on physical qualifications needed to do the job, working conditions in the job; a *job analysis schedule*; and *job descriptions*. A Technical Handbook (Number 5, *Special Placements*, April 1945), includes information designed to assist the Special Placements staff in their work.

Finland

The field officers of the Office of Vocational Rehabilitation try to place the persons concerned in occupations suited to their position, knowledge or skill. Placement assistance includes not only the provision of a suitable job, but also compensation for reasonable removal expenses if the disabled person is compelled, through no fault of his own, to move to another locality for the purpose of taking up the employment found for him.

Great Britain

The Disablement Rehabilitation Officers are expected, in co-operation with the vacancy sections of the exchanges, to base their placement work on a combination of analyses of the capacities of the applicant and of the requirements of the job. This work is not referred to as selective placement, but the methods are not very different from those used in Canada and the United States. An *Occupational Guide* is being compiled to indicate the general physical and environmental requirements of the various occupations and also the alternative occupations which utilise the same or a related skill or ability.

Functional job analysis is being stressed. Employers are being encouraged (and often take the initiative themselves) to undertake studies evaluating the jobs in their undertakings from the point of view of the human effort required. The Consulting Surgeon of the Royal Albert Dock and Wimbledon Hospitals has stated, for example: "The whole secret of the placement of the disabled in work is a thorough knowledge of the exact functional requirements of the job. With these in mind, it is comparatively simple to review the functional assets of the disabled men and to match them against the requirements of industry."

New Zealand

The Rehabilitation Board, and its chief agent for disabled persons, the Disabled Servicemen's Re-establishment League, regard the selective placement in industry of partially-disabled men as of the utmost importance and as following logically on the other processes of re-establishment — medical care, guidance and training. The Board is compiling a comprehensive industrial and occupational monograph, made with particular regard to the factors bearing on the employment of disabled persons. With the detailed information so provided, it is hoped to initiate an intensive campaign for the selective placement of disabled persons.

In order to assist the League, and indirectly to benefit other placement officers, schedules were prepared by the League showing suitable occupations and trades for persons with specified disabilities. It has been found, however, that although these schedules are useful to new officers engaged in placing disabled persons, more experienced officers observe wide individual differences and find that the spirit and determination of the disabled to overcome their disabilities are the most helpful factors in achieving successful placement.

So far as civilians are concerned, the practice which existed before the war and is to be followed as a part of the normal Employment Service work after the war was to evaluate in detail the employment experience, educational attainments and personal attributes of the disabled man and then, by contact with appropriate employers, endeavour to place him in the most suitable position available.

Union of South Africa

Interest is being taken in the development, on the one hand of job analysis and on the other, of methods of determining physical capacity and general aptitudes of handicapped persons seeking employment, with a view to developing the basis for fitting the disabled, especially disabled volunteers, into industry.

United States

The arrangements made by the Employment Service to place disabled workers in suitable employment make up the selective placement programme. This programme is based on two principal techniques, which have been in process of development for some years, but only in general use by the Employment Service during the last few years. The two techniques are: (1) physical demands analysis; and (2) physical capacities appraisal. The first provides basic data concerning the physical requirements of jobs, while the second describes the physical capacities of handicapped job applicants in related terms. The terminology is uniform, so that the data may be most useful and exchanged among all the various agencies and parties concerned with the programme.

In analysing physical demands of various jobs, emphasis is placed on such things as walking, standing, handling, lifting and hearing and on such conditions of work as noise, heat, cold and dust. In analysing capacities, the worker's qualities are matched to these requirements, that is, by his ability to walk, hear, stand, handle, lift, etc., and to work in a noisy, hot, cold or dusty environment.

The procedure now used for physical demands analysis calls for objective data in terms of the time factor and of the intensity factor on each physical activity and working condition.¹ The analyses are prepared in the field by the job analyst on a special form which lists 54 of the more common physical movements and working conditions and also provides space for writing in any additional factors which are not listed. In addition to checking the

¹ For example, in describing lifting for the occupation of pipe fitter, the analysis would describe what is lifted, the weight, the distance carried and the time spent by the worker in this activity.

appropriate items on the list, the analyst enters detailed information on the physical activities required by the job, aimed at giving data on the degree and intensity of the activities. This is considered important, since the data frequently reveal that jobs with similar patterns of physical demands differ considerably in degree and intensity. The material collected by these job analyses is used by the local employment office for referral purposes and may also be incorporated in the plant's employment policies.¹

Copies of the Physical Demands Form and of the Physical Capacities Appraisal Form, and of completed forms, are appended to this Report (Appendix X).

The U.S. Employment Service manual on *Selective Placement for the Handicapped* describes the process and some of its advantages briefly as follows:

1. The best technique yet developed for knowing the handicapped applicant better, knowing the job better and thus placing on the basis of qualification is the physical demands analysis. The term "physical demands" includes physical activities performed by a person and the environmental conditions under which the activities are performed. In applying this technique, detailed information is secured regarding—

- (a) Physical activities and environmental conditions characteristic of a job.
- (b) Physical activities and environmental conditions suitable for each applicant.

Better matching of jobs and men should result from coupling this information with knowledge of the occupational requirements of a job and the occupational attainments or potentialities of the applicant. It is significant that physical demands analysis can serve not only the handicapped but other groups as well, such as women, the very young and the aged.

2. The physical demands approach has numerous advantages:

- (a) It approaches objectivity of treatment.
- (b) It greatly minimises the need for mention of physical disabilities.
- (c) It places the emphasis where it belongs — upon the physical and environmental aspects of the job rather than on the handicap.
- (d) It provides a common language to be used by the job analyst, the personnel worker and the doctor.
- (e) It permits approaching the problem of placement of the handicapped on a positive basis since *there is no job that requires all of the physical and mental capacities of human beings for successful performance*; thus it encourages employers to relax fitness requirements which they have set at unjustifiably high levels.
- (f) It may also assist in placing individuals with mental disorders.

3. The over-all programme of physical demands analysis involves the participation of the job analyst, the Employment Service interviewer and the industrial doctor and personnel officer:

¹ Chapter X describes briefly the in-plant use of job analyses in the United States.

- (a) The job analyst prepares the physical demands information on jobs. He may do this as part of a complete job analysis or independently as the need arises.
- (b) The Employment Service interviewer—
 - (1) Appraises the physical capacities of the desirable working conditions for the applicant, basing such appraisal on medical reports when these are necessary and available;
 - (2) Matches the appraisal of the applicant with physical demands information on specific jobs, taking into account at all times the applicant's other qualifications such as training, experience, skills, education, interests, personality and the like;
 - (3) Prepares physical demands information on jobs not yet covered by the job analyst.
- (c) The industrial doctor, in reporting the results of an applicant's pre-placement physical examination to the personnel officer, may use physical demands terminology rather than technical medical terms. Such information from the doctor makes it possible for the personnel officer to relate the doctor's report on the applicant's specific physical capacities to physical demands information on specific jobs in the shop in line with the applicant's experience. As more companies use the physical examination in this way — as a selection rather than a rejection device — the greater will be the opportunities for people once considered negatively as the "handicapped".

U.S.S.R.

Officials from the social assistance offices visit the factories and other undertakings to determine what jobs might be filled by disabled persons. In collaboration with these officials, the works committees and social insurance councils of the undertakings are responsible for analysing occupations and jobs within the undertakings which might be suitable for persons with various kinds of disabilities. On this basis, the social assistance offices build up records and discuss them with the disabled person who is ready to enter employment. Special care is taken in making any placement to take full account of all the factors which may be relevant to the workers' capacities, *e.g.*, his case history, former occupation and skill status, degree of disability and personal preferences — and to relate these capacities to the requirements of the available jobs.

* * *

The preceding survey indicates a significant development of special placement work for the disabled. Less than ten years ago, specialised arrangements of this kind were almost unheard of; the United States Employment Service was just beginning to experiment with the component parts of selective placement — physical job

analysis and physical capacities appraisal. Today, however, this experiment has already had notable results, and a number of other countries, drawing on this experience and evolving new methods of their own, have begun to establish specialised placement machinery for disabled persons and to develop the tools whereby the placements may be made in as scientific and as human a manner as possible.

In several countries, the placement arrangements for the disabled are a direct outgrowth of an immediate problem of war-disability. This is the case in Finland, for example, where separate placement of the war-disabled is carried on side by side with the regular employment service. In a few countries, the arrangements reflect the separate provision made for war veterans and civilians. This is the case in Canada, for example, where the Employment Service is organising special placement work for all disabled persons and, in addition, the Casualty Section of the Department of Veterans' Affairs effects direct placement of disabled veterans. Many of these arrangements will probably be transient as the special war problems merge into the general problems of placing disabled persons.

Despite the differences from one country to another, the significant feature of most of the arrangements now in use or proposed is that they are being developed as a permanent part of employment organisation, and as such are being integrated into the regular employment service machinery. In the United States, Great Britain, Canada and Denmark, for example, they are growing up as a specialised service within the regular machinery; and the proposals under consideration in Australia, Sweden, South Africa and New Zealand would have a general effect. Administrative arrangements of this kind make it easier to ensure that disabled applicants for employment have full access to the assistance provided through the regular machinery and benefit from its pool of information and community contacts, but also that where necessary they may secure any additional help needed to place them in work suited to their qualifications.

As a part of its specialist work for disabled persons, the employment exchange network in Great Britain has been reinforced by the establishment of a national advisory council and local advisory committees which include employers' and workers' representatives and other members whose experience or contacts may help in mobilising national and local support and technical aid in making the placement work as effective as possible. In Australia, the committees of advice which it is proposed to set up would serve a somewhat similar purpose. In the other countries, special formal arrangements to ensure employer-worker collabor-

ration in the placement of disabled persons have not been made, though joint advisory committees are a common element in the regular employment service machinery of these countries.

It is the methods used to place disabled persons in suitable employment, however, which hold the greatest interest for the future. The basis of these methods, which often go by the term "selective placement", has been described. They are characterised by efforts to match the abilities of the applicant against the functional requirements of the various jobs. Thus, there are two main analytical processes, the analysis of jobs in the various industries and occupations from the point of view of the actual physical activities needed to do the job efficiently, and the analysis of the physical capacities of the applicant for work. Once these analyses have been made, it is far less difficult to make a successful placement of a disabled person in work in which his capacities are co-ordinated with the requirements of the job.

The methods being developed to ensure accurate classification of job requirements and the physical capacities of persons seeking work (and to find uniform terminology) are of outstanding significance. In the making of job analyses, the Government, that is the Employment Service staff, generally takes an initiative; but the work can only be accomplished in full co-operation with the employers concerned. In some cases, the trade unions have made a useful contribution in helping to analyse job requirements, and in the Soviet Union this task is assigned to the trade union organisations. Analyses of physical capacities are the function of the employment service interviewers engaged on placement work for disabled persons, who usually need specific training to learn how to make these analyses. One of the problems here is to develop, in co-operation with the medical profession, a method of facilitating the translation of medical reports and other data into terms of physical capacities for employment useful in the selective placement work.

These methods introduce a new element of objective analysis into placement work. For the first time, standards are in process of evolution which may make it possible to match requirements against capacities in such a way as to prevent occupational misfits by reasoning, rather than by trial and error, and to facilitate the achievement of the best possible choice of available jobs for individuals. The significance of this development is self-evident. So far as handicapped workers are concerned, it is the key to equality of employment opportunity. They can be placed in jobs where their capacities accord fully with the requirements of the jobs, and they thus become able-bodied workers from an employment

standpoint. More broadly, selective placement is applicable to all placement work. It is a refinement of Employment Service operations which may well become general practice, now that it is possible to shift from the mass production techniques of wartime placement work to more scientific methods.

Finally, the placement of handicapped workers calls for the highest human consideration. Many of them have psychological difficulties; others are the victims of prejudice; and still others need the friendly encouragement that plays such an important part in choosing a suitable job. Emphasis on the objective side of selective placement is therefore being accompanied in many countries by an equally great stress on the human side of the placement services rendered to them. Adequate, well-trained staff, equipped with the kindness that grows from understanding rather than pity, is the core of this part of the work; and the lack of such staff is the factor most responsible for retarding the development of the work. This, however, is a remediable difficulty. The human aspect of special placement work for the disabled is also a feature of the work which can profitably be carried over into all placement work in the post-war period.

CHAPTER X

SPECIAL CONDITIONS OF WORK AND COMPARATIVE JOB PERFORMANCE

This Report is concerned with the training and employment of disabled persons, and the problems which arise once a disabled person has been placed in employment are outside its scope. It is impossible to exclude them altogether, however, because their solution directly affects the employment opportunities of the disabled.

In a great many countries, one of the most serious obstacles to the employment of disabled persons in work suited to their capacities is the fear among many employers that a handicapped worker will not prove to be a fully efficient or reliable worker and that to engage such a worker where there is an alternative would be foolhardy policy. Moreover, a good many trade unions have feared that disabled persons would be engaged on substandard wage rates and other working conditions and would thus lend themselves involuntarily to exploitation which would lead to undercutting standards fixed by collective bargaining.

It is clear that the advance made in the selective placement of disabled workers in employment in which their disabilities do not constitute a handicap offers the most constructive method of overcoming these fears. Where a person is carefully placed in work within his capacity, there are no factual grounds for thinking that his performance on the job would be inferior to that of any non-disabled person with similar vocational qualifications. Where he is placed on a job in which he can compete with an able-bodied worker, there is no reason why he should not be employed on the terms and conditions fixed for all other workers employed on the same or comparable jobs. Selective placement of the disabled, based on a careful matching of physical capacity and the requirements of the job, therefore becomes a tool of primary importance in breaking down unfounded fears which result in illogical employment discrimination against the disabled.

Another tool of equal importance is the objective analysis of the job performance of disabled persons compared with that of able-bodied workers. Little factual information of this kind has yet been made available, but what experience there is shows the

unquestionable value of such studies in demonstrating the work qualities of those who are called disabled.

While these measures tend to eliminate the need for establishing special conditions of work for disabled persons, there may nevertheless be some individuals for whom such conditions might be beneficial, without prejudice to the general interest. Given the serious possibilities of abuse of any exceptions to standard conditions, it stands to reason that there should be strict regulation of any general exceptions, or where the special conditions are confined to one plant, that there should be machinery including trade union representation to safeguard the disabled persons themselves and general conditions of work for all workers.

This chapter provides a few examples of the policy now being followed in various countries in respect of special conditions of work for the disabled and of studies made of the job performance of disabled persons in relation to that of comparable groups of the non-disabled.

CONDITIONS OF WORK

Canada

Regulations of the National War Labour Board provide that special rates of wages may be paid to "inexperienced and handicapped workers". No special conditions are generally established for disabled workers, however, in regard to such matters as wages, rest periods, restrictions on overtime, transfer from one job to another, and so forth. Initiative in these matters may be taken by individual employers, or by employers in consultation with trade union representatives.

A good many of the largest firms have special personnel arrangements affecting disabled persons. In the Ford Motor Company of Canada, for example, a member of the personnel department has been specifically assigned to look after the proper placement of handicapped employees. A survey has been made in order to obtain a list of occupations throughout the plant that are suitable for such workers, together with the physical and skill requirements of each job. Although intended primarily for disabled veterans, this information will also be used for placing present employees who become partially disabled. The applicant for work is first examined by the Company doctor to determine his physical abilities and limitations, and then interviewed by the special personnel officer, who explains to him and discusses with him the various suitable jobs open for him. Once the choice is made, an appointment is made with the foreman (who has previously told the personnel depart-

ment that he has a job in his department). According to the Ford Company, the interview between the foreman and the handicapped worker is the critical point in the whole procedure:

For the employee it is his opportunity to size up the foreman, the department and the job. For the foreman, it is his opportunity to size up the employee, to decide whether or not he is suitable, and if so to start the relationship on the right foot. It is particularly important that the interview should be a thorough one. Sufficient time should be taken to fully explain the job to the employee, and he should be given every opportunity to ask questions about it. It is of the utmost importance to the successful carrying out of this Company's policy that all parties be completely satisfied that the job chosen is the most suitable one.

The personnel department representative accompanies any seriously disabled applicant to the department where it is proposed that he should work and remains with him during the interview to supply information. The personnel officer returns at the end of a week or so to determine whether the worker, once placed, is satisfied with his job, and whether he is capable of meeting production standards and is otherwise satisfactory from the Company standpoint. Further follow-ups are made if considered necessary.¹

Denmark

About half of the collective agreements in force contain clauses under which exceptions to the agreed wage may be allowed for older or handicapped workers. Owing to the opposition of the trade unions, very little use has been made of these clauses.

Finland

The Act of 7 August 1942 concerning the vocational rehabilitation of the war-disabled provides that a disabled person placed in employment shall receive a wage corresponding to that paid to an able-bodied worker for the same work in the same locality and shall be treated in other respects on an equal footing with other workers and subject to the same regulations concerning conditions of employment. The Act also specifies that an employer who has engaged an injured or sick person with a 30 per cent. or more disability to perform work calling for some skill and who employs not more than 9 workers, excluding the disabled person, may, on request, receive compensation for part of the wage paid to the disabled person in his employment. The compensation is paid only for the first working year and in respect of not more than one quarter of the worker's wage, except where the worker had not

¹ FORD MOTOR COMPANY OF CANADA, LTD.: *Personnel Department Statement*^t (typescript, 28 June 1945). This practice is somewhat similar to that followed by the Ford Company in the United States.

received training, in which case compensation may be paid for two years, but may not exceed in the second year half the sum paid in the first year.

If the person who has been placed in employment leaves, without a valid reason, the job to which he was referred by the Vocational Rehabilitation Department, he forfeits his right to further vocational rehabilitation assistance, either permanently or for a specified period.

Great Britain

No special conditions of work for disabled persons employed in ordinary industry have been prescribed by the Government, nor is any action in this direction contemplated. In so far as any special provisions in respect of wages or other matters may be found necessary or desirable in particular industries, it will be left to the recognised negotiating machinery in each of these industries to settle the arrangements.

Luxembourg

The Order of 26 February 1945 setting up the Office for the employment and training of disabled persons stipulates that the wages paid to a disabled person must be commensurate with his aptitudes and work capacity. If he is a fully efficient worker in his job, he must be paid the full wage set for the work. If, by reason of his disablement, he is capable of performing only part of the work, his wage may be reduced correspondingly. Where there is any disagreement, the matter will be settled by the Office for the employment and training of the disabled, in consultation with the Inspectorate of Labour and of Mines.

Sweden

No Government action is proposed to establish special conditions of employment for disabled persons generally. Most of the collective agreements now in force contain a clause making it possible for an employer to engage a disabled person at a lower rate of pay than the usual one for the job. This clause has been used, however, mainly to enable older workers or workers injured in the service of the undertaking to retain their old jobs, and has been of little importance in the engagement of disabled persons as new workers.

Union of South Africa

Wage regulation instruments made under the Industrial Laws administered by the Department of Labour prescribe general

conditions of employment, but neither in these nor in the conditions fixed under the Laws are there special provisions for disabled persons. All enabling Industrial Laws, however, make provision for the granting of exemptions, for any good and sufficient reason, from all or certain of their provisions or the provisions of regulations or wage regulation instruments made under them. For instance, the Wage Act, 1937, provides for exemption from the provisions of any wage determination for any person suffering from any physical disability and capable of performing only part of the work required of an able-bodied person.

United States

The principles of selective placement for the handicapped, which include an evaluation of the disabled worker's physical capacities and limitations and of the physical demands of the job, are designed to ensure satisfactory placement, so that the handicapped worker may use his highest skill safely and effectively. Where the techniques described above are utilised, it is almost always unnecessary to establish special conditions of employment for handicapped workers. They are placed in jobs where their abilities are used, but where their handicaps do not constitute an obstacle to job performance.

Moreover, in the National Industrial Conference Board report on the *Employment of Handicapped Persons*, it is held that segregation of handicapped persons is undesirable and, with the exception of a few cases, an effort is made to treat the disabled person in the same manner as the able-bodied worker. The report adds:

This theory permits immediate acclimatisation to actual working conditions and competition... Psychologically, segregation is inadvisable. Such a programme tends to make the handicapped worker feel that he is different, which often results in inefficiency, indifference, depression and a generally lowered morale. In organisations in which departments are maintained for disabled workers, special supervision is usually in operation. Although such segregation is not encouraged by rehabilitation agencies, the solution and success of such a programme would largely depend upon its manner of operation and the motive which prompted the set-up. Such departments would be valuable for the employment of persons with marked limitations for whom competitive work is impractical and those who need supervision.¹

A study of the Civil Service Commission (see below) also showed that only a low percentage of the physically handicapped received special consideration with regard to transportation, lunch and rest periods, hours of work and methods of remuneration, special equipment, or in time reporting.

¹ *Studies in Personnel Policy* (No. 63, June 1944), p. 9.

The Bureau of Labor Statistics reported, however, that a number of the 300 establishments surveyed by it during 1944 had made adjustments in their working conditions to make work possible for larger numbers of the disabled. Emphasising the practical value of job analysis, the Bureau's report noted:

In many cases it will be discovered that a slight job change will permit the use of a physically handicapped person on a particular operation. A striking example of this occurred in a plant where a one-armed operator was given a trial on a particular job. In the course of her work she had to adjust a small screw below the machine table. Normal operators merely reached under the machine, located the position of the screw with one hand and, with a screw driver in the other, made the necessary adjustment. This was impossible for the one-armed operator, so she requested a mirror. When the mirror was placed so that she could see the location of the screw, she easily adjusted it. As a result, the company concluded that mirrors were equally helpful to normal operators. Other equally simple modifications can be made, such as placing a lever on the left instead of on the right, lining up tools in another order, or converting foot releases to hand releases. Such modifications can be determined from job analyses as well as by the workers on the jobs, and the number of jobs available to persons with physical disabilities can be increased.¹

In many plants, special arrangements are made for clearance of job transfers for handicapped workers. It is usually provided that once such a worker is selectively placed within the plant, he may be transferred to other jobs or departments in the plant only after approval by the medical officer or by joint agreement of the employment and medical departments. Moreover, in order to spare the more seriously handicapped workers the confusion of rush hours, these workers are sometimes given different hours for entering and leaving the plant, and for lunch and rest periods. Where any special conditions of employment are established, they are generally established by individual employers, though collective bargaining is beginning to be used more widely in establishing conditions of employment for disabled persons in industry.

The National Industrial Conference Board survey noted that comparatively few companies had found it necessary to make any structural alterations in the machinery, tools or plant organisation in order to employ handicapped workers. Its survey declares:

Rehabilitation agents have not tried to press the industrial employment of persons who might require this special consideration since they believed that such an approach might make the employer feel that he was accepting an unnecessary burden. Such alteration would also serve to stress the presence of a disability and hinder the adjustment of the individual on the job.

¹ "Impaired Workers in Industry", in *Monthly Labor Review*, Oct. 1944, p. 681.

However, the manpower needs in industry which resulted in the hiring of women, older workers, and younger workers and necessitated more detailed job analysis and reorganisation of certain jobs brought about certain changes which have been especially helpful to handicapped workers. A good illustration is the elimination of heavy lifting by means of slides or ramps so that a worker may slide the heavy objects instead of lifting them.

Some companies report adjustments such as the providing of chairs, foot stools or rests, and foot guards (now installed for all workers), use of coloured lights in specific instances, rearranging of supplies, and clearing of certain aisles to facilitate locomotion. One company permits certain disabled workers to use a special exit which eliminates the use of long stairways. In many instances certain of these changes increased the efficiency of able-bodied workers as well as facilitating the work of the handicapped.¹

Standard and prevailing wages are paid to disabled workers as a rule. This is what might be expected, since selective placement is intended to place them in jobs in which they can compete with able-bodied workers on their own terms. They naturally receive equal pay for equal work. If, however, a handicapped worker cannot compete with able-bodied workers, he sometimes has to accept a lower rate of wages. Under the Federal Fair Labor Standards Act, the employer may apply for an exemption certificate which will allow him to pay less than the standard wage to a disabled worker whose productive efficiency is under par. Adequate proof that the worker's output is below an accepted norm must be advanced. No less than 75 per cent. of the minimum wage for any job may be set without a special investigation to show that such a lower rate is justified. Moreover, a limit is set on the number of persons who may be exempted.

According to the Assistant Director of the Industrial Relations Section of Princeton University, in a study of industry plans for absorbing disabled veterans, enquiries have shown that management representatives consider that it is better to expect the same standard of efficiency, after a reasonable adjustment period, from the disabled veteran as from other workers, and that any other course would be uneconomical for the company and would jeopardise the worker's integration in normal industrial life. As a rule, therefore, disabled veterans get the normal wage for the job which they are performing, although some companies are considering the possibility of paying a reinstated handicapped veteran without any reduction from their former rate of pay. The need to give disabled veterans the jobs best suited to their remaining abilities has been recognised both by managements and by the unions, which have agreed to modify seniority rules in several collective contracts in order to permit the most satisfactory placement of these men.

¹ *Employment of Handicapped Persons*, pp. 9-10.

In some cases provisions were inserted for protecting disabled men against lay-offs in case of reduced operations. Since such special rules would be difficult to enforce (especially when the job security of men of much longer service and the company's interest in retaining the most efficient workers may be involved), it is suggested that the real solution to the problem will rather be found in arrangements between management and the labour unions, giving to the disabled veteran job security on a par with that of other workers with the same seniority status. Existing company plans for the employment of disabled veterans are concerned primarily with the need for co-ordinating the placement and transfer of disabled veterans. The importance of job analysis, listing the duties, physical requirements, and working conditions of the various jobs, is stressed, together with the value of follow-up supervision after placement, and of permitting transfers only after consultation with those responsible for the initial placement and with the medical director. In conclusion, the Assistant Director of the Industrial Relations Section stated:

There is great need for the extension of company and community plans for the employment of handicapped veterans if the task is to be accomplished without serious loss in the nation's human resources. The planning in progress, however, and the successful experience of many companies in their use of the handicapped encourage some optimism in the outlook for rehabilitation and placement even when the re-employment load becomes much heavier than at present. The chances for job security for the handicapped depend, of course, primarily upon general employment conditions. While there may be some temporary arrangements for preferential treatment, it seems probable that special consideration in initial placement and training, but equality of opportunity thereafter, will be, in the long run, the most that industry can offer the disabled veteran.¹

The Employment Service encourages employers to devote great care in placing disabled persons within every plant, and the Principal Employment Specialist for the Physically Handicapped has drawn up a functional chart for in-plant selective placement, which is reproduced, on p. 212, because of its general interest.

U.S.S.R.

Disabled persons receive special attention in readjusting to work life once they begin to work in the factory in which they are reinstated or to which they are assigned. The works committees and social insurance councils, in collaboration with the social assistance offices, are responsible for securing the best possible conditions of life for disabled persons within the factories, and even

¹ Helen BAKER: "Industry's Plans for Absorbing the Disabled Veteran", in *Annals of the American Academy of Political and Social Science*, May 1945.

**OUTLINE OF IN-PLANT PLAN FOR SELECTIVE
PLACEMENT OF DISABLED PERSONS**

Job analysis	Capacities appraisal	Selective matching
Analysis of requirements of jobs in specific terms: physical demands and working conditions, tasks performed, aptitudes, skills, experience, education, other qualifications required by the job.	Analysis of qualifications of worker, including skill, aptitudes, education, experience, personal characteristics, and physical capacities, physical capacities to be appraised in terms comparable to physical demands of the job and suitability of working conditions.	Placement of workers on selective basis, matching requirements with qualifications; considering physical capacities in relation to physical demands and working conditions; matching experience, education, aptitudes, skills, in relation to requirements of the job; no deviations from plant standard of job performance.

Training	Transfer	Supervision
Training in vocational education schools, vocational rehabilitation courses, apprenticeship, on-the-job, or by other methods, as required by the individual.	In-plant transfer of workers on same performance standards as in original job assignment; limitation imposed on transfer from assigned job pending clearance by medical and safety departments.	Participation of supervisors in physical demands analysis; training of supervisors in objective attitude towards handicapped and special problems in supervision of certain types of handicapped, e.g., blind, deaf, and mentally handicapped.

Re-engineering	Follow-up	Evaluation
Alteration of machine controls, etc., or duties of the job to be made only if no suitable or safe job available for worker. Same standard to be followed in placement under re-engineering as in regular placement.	Follow-up of placement to ensure suitability of the occupation and satisfactory progress on the job.	Maintenance of minimum records of experience—accident, absentee, turnover, production—for purposes of evaluating the worker's job performance.

for helping them to arrange their life outside the factory. Special laws have been passed to make the conditions of work easier for disabled veterans, where necessary, and great attention is given to improving their general material well-being.

In many factories, therefore, specially adjusted conditions of work have been established for disabled persons, and for disabled veterans in particular. Frequently, special factory committees are set up to develop appropriate conditions for the disabled persons employed in the undertaking. The trade union organisations, however, are primarily responsible for controlling in the factories the granting of the privileges to which disabled veterans are entitled, and for seeing that they are provided with training and educational facilities needed to advance their work careers. The first step is invariably careful placement within the factory, on work suited to the capacity and inclinations of the disabled person. Particular emphasis is placed on making an appropriate initial placement within the factory or other undertaking. Disabled persons receive special benefits in case of illness; they are exempt from any obligation to work overtime; certain groups of war pensioners continue to receive their pension irrespective of the salary to which they are entitled; health conditions and medical help are given particular care; special diets, extra food, or service in restaurants are often arranged; and they are given priority in vacation lists and rest home accommodation.

This care for the special needs of disabled veterans, above all, and of other disabled persons as well, extends into every sphere of life. They are the first to be supplied, for example, with accommodation, rationed goods of all kinds, and with anything that could make their readjustment to work and social life easier and happier.

COMPARATIVE JOB PERFORMANCE

Little information of a factual character is available in regard to the job performance of disabled persons in relation to that of able-bodied workers. Nevertheless, the importance of assembling factual data to show whether or not the disabled, when carefully placed in employment, are efficient workers in their chosen jobs, is becoming more fully recognised. The lack of such data makes it extremely difficult to overcome prejudice against disabled persons as employees and to plan training and employment programmes on a comprehensive basis. A few of the studies which have been made, more especially in the United States, are noted below.

Canada

The Supervisor of Special Placements of the Employment Service of the Unemployment Insurance Commission has stated:

Probably the most difficult obstacle in the way of successful placement of the physically handicapped lies in certain misconceptions on the part of the employer. Some of these may be mentioned. The first is liability to a second accident. Actually, statistics of Workmen's Compensation Boards indicate that the person who has suffered an accident is less of a risk than the physically fit worker, simply because he is more careful. A second objection is the fear of a higher degree of absenteeism due, in the case of a leg disability, to the difficulties of getting to work, for example, during a snowstorm. Again, figures compiled by employers interested in this problem have shown that this is not the case. If the handicapped person has the right attitude — and most of them have — he will get to work no matter what the difficulties may be, simply because he knows he is being watched on this point.

The question of labour turnover is one where the advantage lies definitely with the handicapped group. Realising their difficulties in securing employment, they are less likely to move from job to job.

An intangible but none the less real factor in the successful performance of persons suffering from serious disabilities is their spirit.¹

United States

A study of the experience of 105 companies, undertaken by the Office of Vocational Rehabilitation and the State rehabilitation agencies in 1943², showed that disabled persons had the following characteristics as compared with able-bodied workers:

Production:	In 23.8 per cent. of the reporting plants, disabled workers were better, in 65.7 per cent. the same, and in 10.5 per cent. worse.
Accident rate:	In 56.3 per cent. of the plants, they had a lower accident rate, in 41.4 per cent. the same, and in 2.3 per cent. higher.
Absenteeism:	In 54.6 per cent. of the plants, they had less absenteeism, in 40.2 per cent. the same, and in 5.2 per cent. more.
Labour turnover:	In 82.9 per cent. of the plants, there was less turnover among the disabled, in 15.8 per cent. the same, and in 1.3 per cent. more.

The Bureau of Labor Statistics undertook a survey of the use of physically impaired workers in manufacturing industries, and published preliminary findings in October 1944.³ In the survey, which covered 300 establishments, employing over 63,000 impaired workers, 87 per cent. of these workers were reported to be just as

¹ Canadian Welfare, 15 Jan. 1945.

² FEDERAL SECURITY AGENCY, OFFICE OF VOCATIONAL REHABILITATION: *The Employment Efficiency of Physically Impaired Workers*.

³ "Impaired Workers in Industry", *loc. cit.*

efficient, 8 per cent. more efficient, and 5 per cent. less efficient. Some 49 per cent. had better absenteeism records than their fellow-workers, 44 per cent. had just as good records, and only 7 per cent. worse records. With accidents, 51 per cent. had fewer accidents, 38 per cent. had about the same number, and 11 per cent. had a greater number. Job changes were less frequent among impaired workers, 58 per cent. having a better turnover record, 31 per cent. the same, and 11 per cent. a worse record.

Particular attention was drawn to the absence of statistical data. The Bureau of Labor Statistics reported: "The replies indicated... that in most cases the employers did not base their judgment on actual statistical measurements. It is likely that such measurements would confirm their opinion, but the fact remains that factual measurements are not yet available."

Factors advanced by employers as hindering the employment of larger numbers of disabled workers included the difficulty of transferring these workers from one part of the plant or from one job to another, union agreements (seniority provisions and a requirement that all new employees enter the plant as labourers), and workmen's compensation; but the Bureau states that it was impossible to estimate how important or widespread any of these factors are.

An article published in the *Journal of the American Medical Association* (7 and 14 April 1945) reports the results of a comparative study of the job performance of able-bodied and of disabled workers made in 43 industrial establishments of the War and Navy Departments by medical specialists of the U.S. Civil Service Commission. Medical officers of the Commission studied the job performance of 2,858 physically impaired workers and 5,523 able-bodied workers in respect of such factors as turnover, accident rate, productivity, and efficiency. The results of the study are expected to be of special value in helping to fit wounded veterans into suitable jobs.

In the Government plants studied, the first step was to obtain a list of impaired workers. Only those with serious physical defects (and defects most likely to be encountered among disabled workers seeking employment) were considered. In selecting able-bodied workers for comparison, those employed on the same jobs and under the same supervisors were examined, and from one to three of these were chosen to be matched with a physically impaired worker according to sex, age (within ten years unless over 50, in which case within 5 years), length of experience on the job, and salary. In addition to individual reports on each of these factors being compared, an over-all report on the whole section of the plant concerned was made. The reports were obtained through the co-

operation of personnel officers, safety officers (all the plants had such officers) and medical officers (80 per cent. had full-time medical officers, and 20 per cent. part-time officers). The median age of both the able-bodied and the physically impaired was 39.9 years; 2,380 disabled men were matched against 4,427 able-bodied men, and 478 disabled women against 948 able-bodied women. Slightly more than 40 per cent. of both groups were in the aircraft industry, more than 25 per cent. of both groups in ordnance work, and 17 per cent. of the disabled and 22 per cent. of the able-bodied in shipbuilding and repairing, the remainder being in miscellaneous industries and administrative activities. Occupationally, the heaviest distribution in both groups was among craftsmen, labourers, and clerical workers. The length of job experience was comparable, but with a somewhat higher percentage of the able-bodied with experience on the job of two years or more.

The results of the study were as follows:

(a) The average accident frequency rate for the physically impaired was found to be higher than the average frequency rate for the able-bodied. An excessive number of accidents in certain physical defect classes contributed heavily to the accident frequency rate of the impaired group. On the other hand, the physically impaired experienced proportionately less severe accidents than the able-bodied. It was suggested that a psychological element connected with some types of physical impairment played an important role in causing significant variations in the frequency rates for the several classes of physical defects found among the impaired workers covered by the study. This psychological element also existed among the able-bodied, but among workers with certain types of physical defects it is more significant from the standpoint of preventing further impairment by second injuries and determining a safe basis for the absorption of physically impaired workers into certain types of industries without raising the over-all accident and severity rates or production costs of those industries. The psychological factor in accident liability cannot be measured or altered either by ordinary interview, or by matching the physical capacities or other qualifications of the worker to the physical and other demands of the job. It can to some extent be detected before employment, both in the able-bodied and in the physically impaired, by means of tests which partially measure certain psychological functions involved in industrial proficiency and liability to accident.

(b) The productivity, both in quantity and in quality, and the efficiency ratings of the physically impaired were found to compare favourably with those of the able-bodied.

(c) The findings on increased short-term absenteeism on account of sickness among the physically impaired showed some correlation with the accident experience of this group, and suggest that those workers who most often report minor sicknesses may be less resistant to fatigue and more likely to incur accidents.

(d) A much lower rate of turnover was found among the physically impaired than among the able-bodied, indicating that the impaired were superior from the standpoint of employment stability and that no large number of impaired workers during a 12 months' period were discharged because of failure of skill, failure to meet physical demands, or other causes.

(e) The percentage of job changes in the employment of impaired workers was too low to be consistent with obtaining optimum performance from such workers. It was suggested that this low percentage might be an expression of the pressure of war work and the urgency of getting persons on the job with a minimum of delay in order to meet production deadlines.

(f) The impaired as well as the able-bodied showed a substantial increase in earnings at the time of the survey over their earnings at the time of initial employment in their jobs.

It is stated in the article that the Civil Service Commission would continue to support the policy of selective and judicious placement of the physically impaired, including disabled veterans, with further emphasis on selective placement by the special interviewing and testing of impaired workers. It is suggested that the special tests might well be considered for able-bodied workers from the standpoint of over-all safety promotion. Greater emphasis would be placed on close working relations with rehabilitation agencies to ensure adequate arrangements for employment preparation and placement, and on job analysis to determine the physical demands of different positions. The studies of job performance would be continued, either complete or by sampling, and would be used as guides in future placements. The Commission would also continue to stress the need for, and, within the limits of its authority, to aid in the development of, adequate health and safety programmes for federal employees, so that disabled veterans and other impaired workers might be judicially placed in positions where they can work proficiently and safely.

U.S.S.R.

It is reported that an astonishing number of disabled servicemen have become Stakhanovite workers, that is workers who exceed the norm of production. It is not uncommon for a man who held a

subordinate position before the war to find himself after medical discharge promoted to a higher post. This is particularly true of those of the disabled who are able to return to their former plant and to the same or a related occupation. Many of the war-disabled have been placed in positions of responsibility in agriculture. An enquiry made in Leningrad in 1943 showed that 60 per cent. of the war-disabled had at least retained their former skill status and work capacity, 14 per cent. did work requiring higher qualifications, and the others had a lower status, generally as the result of the fact that they had serious disabilities, preventing them from exercising their former occupation.

* * *

The preceding information, though scanty and incomplete, indicates a fairly wide application of the principle that disabled persons able to work in ordinary public and private employment should be employed on the basis of standard rates of wages and other conditions fixed for all workers. This is the principle to which the trade unions attach the greatest importance, not only from their own point of view but also from the standpoint of the disabled persons themselves. Its application has been greatly facilitated by the development of placement policies which make it possible to put disabled persons into jobs in which their disabilities do not constitute a vocational handicap.

It is interesting to note that the Soviet Union has gone one step beyond the principle of equality of conditions for disabled persons. There, it has been possible to establish special conditions for these persons which are superior, rather than inferior, to those fixed for the other workers. In a few other countries, there are indications that the tendency may be shifting away from "special conditions for disabled persons", meaning substandard conditions, and towards meaning more favourable conditions. This is becoming noticeable in countries which have a large number of disabled veterans to reinstate or to re-employ, but it is too soon to be certain that it will carry over beyond the immediate post-war situation.

However, in most of the countries for which information is now available, there are exceptions to the principle that standard conditions of work should apply to disabled persons. Where a disabled person is considered to be incapable of being a fully efficient worker in the job to which he finds his way, provision is sometimes made for the payment of substandard rates of wages. Significantly enough, it is rarely left to the employer to judge the efficiency of the disabled person; this is more often the function of public

authorities administering minimum wage regulations or of collective negotiation. In some cases, the safeguards appear to be fairly good; in others, they seem less effective. The basic intention of the exceptions made for less efficient disabled persons may be eminently sound. The aim may be to allow these workers to engage in productive work in company with able-bodied persons, when otherwise they might find themselves unable to find paid employment of any kind. Nevertheless, the question may also arise whether the development of selective placement programmes may not be able to avoid these cases and whether the better solution might not therefore be to place disabled persons in jobs in which they are able to be as efficient as the able-bodied workers available for the same positions.

The situation is complicated by the fact that there are very few factual studies of the job performance of disabled persons relative to comparable groups of the non-disabled. The studies which have been made and published in the United States lend no encouragement to those who hold the view that disabled persons are less efficient or less reliable than able-bodied workers. They do, however, emphasise the need for, and value of, particularly careful placement of disabled persons, and of satisfactory plant policies concerning supervision and transfer from one job to another.

Regardless of whether or not the great majority of the disabled can be provided, through selective placement, with work in which they need no special concessions from the standpoint of efficiency, there is reason to hope that humane considerations, from management and trade unions, will spare disabled persons unnecessary exclusion from jobs and avoidable physical or mental strain. Slight job rearrangement may sometimes make possible the employment of disabled persons in jobs which would otherwise be closed to them; imagination and ingenuity on the part of management and trade unions can do much to ensure that these work readjustments are made. Physical or mental exhaustion can often be avoided by simple adaptation of work hours, rest periods or priority in restaurant or cafeteria or transport services. There is no reason why such humane considerations should be unthinkingly designated as policies which would tend to create segregation of disabled workers, with all the undesirable consequences that would thus be entailed. On the contrary, by broadening understanding of their needs, it might widen understanding of their full capacities.

CHAPTER XI

SUMMARY

The preceding chapters have drawn together information concerning the training and employment of disabled persons in various countries. For reasons explained in the Preface, nothing is said of the useful work being done by a great variety of voluntary organisations catering for special groups of the disabled; the Report has centred attention on public policies concerning the training and employment of the disabled, and the relation of employers and workers to these policies.

The Report has attempted to follow the logical processes involved in the vocational rehabilitation and resettlement of disabled persons. The first question is to determine what constitutes a "disabled" person from a vocational standpoint. It is significant that there is no clear definition of disability so far as training and employment is concerned, since this indicates not so much a lack of knowledge concerning the differences of disabled persons from others, as a broadening of understanding of their similarity to others. It points the way to the methods required to solve re-establishment problems. A disabled person becomes one who is disabled, not for all jobs, but for particular jobs. Chapter I indicates, in the first place, how a disabled person is defined for vocational rehabilitation plans. It then notes the type of data available to show the scope and character of the problem of the training and employment of disabled persons. This material is vague and fragmentary, characterised primarily by a scarcity of facts of all kinds. This has had direct repercussions on vocational rehabilitation programmes; it deprives them of a precise knowledge of the needs which they are supposed to serve.

Chapter II describes briefly the administrative machinery concerned with the training and employment of disabled persons, in order to clarify references to it throughout the Report. There is a fairly wide acceptance of the view that disabled persons should benefit from the regular training and employment facilities so far as possible, since their needs are identical with those of other persons in so many respects. Recognition of their special needs, however, has led generally to the establishment of specialised machinery. The problem then becomes largely that of ensuring,

first, that this machinery is so integrated with the regular machinery as to provide full access to all ordinary services from which disabled persons can benefit; secondly, that it is co-ordinated so as to avoid duplication of effort; and thirdly, that it is adequate to meet the requirements of those of the disabled who need special assistance to procure suitable training and employment.

Since medical and vocational rehabilitation are necessarily interrelated, the measures taken to ensure continuity of service become of the greatest importance. These are described very briefly in Chapter III. National experience shows a growing recognition of the value of such measures, and an interesting evolution is taking place, aimed at ensuring that occupational re-establishment is not only taken into account from the beginning but that vocational rehabilitation is begun at the earliest possible stage in physical convalescence. Thus doctors consult with employment officers, occupational therapy merges into extensive work reconditioning, and an employment objective is fixed before the medical profession has relinquished its responsibilities. This concept is of recent origin and not particularly widespread, but its importance can hardly be exaggerated.

Even should close co-ordination of medical and vocational rehabilitation services be maintained, there is a further question of finding methods of identifying the disabled persons who could benefit from special training or employment assistance, and of locating them as soon as possible after their disabilities have occurred. As is indicated in Chapter IV, some countries use a special system of registration for this purpose. Others rely rather on co-operative arrangements among the public and private agencies which come into contact with disabled persons, aimed at ensuring the referral of these persons to the appropriate rehabilitation training or employment service. Still other countries have no systematic arrangements for identifying disabled persons, or first reach such persons only when they are applicants for work at an employment office. In few cases do the existing measures appear to ensure an early identification of disabled persons in need of vocational assistance, so that the help they need may be provided as soon as possible in their recovery.

Once disabled persons with vocational handicaps have been identified, the question is largely that of discovering their individual training or employment needs and helping them to an understanding of their qualifications and limitations, if any. This is the basic function of vocational guidance, the arrangements for which are noted in Chapter V. The development of specialised guidance work for handicapped persons is a significant feature of current

policies in a number of countries, but in most of these countries the work is still in an initial and experimental stage. Moreover, the scarcity of satisfactory arrangements for an early identification of persons who have become disabled makes it difficult to ensure that vocational guidance is made available to those who require it at the time when it might be most useful to them.

Chapter VI deals with the training of disabled persons. National training schemes vary widely from one country to another. Nevertheless, a few principles of importance, common to a number of countries, are noted. In general, disabled persons are trained in company with able-bodied workers wherever possible and may thus be admitted to all the various forms of training available for all persons; specialised training tends to be confined to those of the disabled who are unable to follow courses run on standard lines. In some countries, this is a matter of principle; in others, it is the result of a lack of specialised facilities. Secondly, there is increasing public initiative in providing specialised training for disabled persons — a field which hitherto had been explored largely by voluntary organisations. In a good many countries, such training is now either provided directly by the Government, or the Government subsidises voluntary or quasi-voluntary organisations to furnish the necessary facilities. Thirdly, more disabled persons are being encouraged to take some form of training, and to prepare themselves for work which will require their full capacity. There has been a noticeable departure from the conception that disabled persons, whatever their qualifications, are suitable candidates for only a limited number of occupations and that training should be directed towards fitting them for these occupations. Today, disabled persons are more frequently encouraged to take training for work which will develop their potentialities and will give them a greater degree of security, work satisfaction or versatility. In-plant training opportunities, including apprenticeship, have been expanding in some countries, and the value of this type of training is becoming more widely appreciated. Emphasis is being placed on training disabled persons for work which they can do as well as the able-bodied workers with whom they must compete and on continuing the training until they reach the required standard of proficiency; this is a policy to which the trade unions naturally attach particular importance. Relatively few countries, however, have arrangements which either encourage or make it financially possible for disabled persons other than veterans to undergo retraining; but the tendency to make payments to persons in training, whether able-bodied or disabled, is modifying this situation.

The chief characteristic of measures to promote employment opportunities for disabled persons, summarised briefly in Chapter VII, is the increasing appreciation that guidance, retraining and selective placement of vocationally handicapped persons can have greatly reduced the need for special measures to allocate to disabled persons their full share of job opportunities. Thus, compulsory quotas and reservation of vacancies are relatively uncommon and, where they do exist, are more in the nature of background sanctions, to be used only as necessary, than of day-to-day policies. Greater reliance is also placed on promoting widespread public understanding of the capacities of disabled persons and, in particular, of drawing upon the resources of employers' and workers' organisations to help develop the realisation that the great majority of disabled workers need not be vocationally handicapped workers and that they must be given job opportunities on their merits as workers rather than on the basis of their disabilities.

Nevertheless, a limited number of disabled persons are prevented, by the nature of their disabilities, from entering ordinary employment in standard conditions—temporarily in some cases, permanently in others. Most of these persons are capable of some kind of worth-while employment, however. The arrangements made or proposed to provide non-competitive sheltered employment for this group of the disabled are described in Chapter VIII. A number of interesting schemes are now being applied; as experience of their operation accumulates, it may point the way towards the solution of a number of difficult problems connected with the organisation of sheltered employment in a competitive economy.

Chapter IX deals with the arrangements which have been or are being made to place disabled persons in employment. Particular attention is given to the evolution of selective placement programmes—that is, placements made on the basis of a careful analysis of the physical requirements of the various jobs and an equally careful analysis of the capacities of the handicapped applicant for work. From these analyses, a disabled person can be placed in a job in which his disability does not constitute a work handicap. The development of these methods of placement has already begun to exercise an influence on the other processes of rehabilitation — on vocational guidance, for example, and on training programmes. Moreover, it has had a positive effect in substantiating the view that disabled persons can be fully efficient workers in an infinite variety of jobs. Properly assisted with the aid of the more objective criteria of job requirements in relation to physical capacities,

disabled persons no longer need seek positions in which they are handicapped.

The last chapter deals with a closely related question —the establishment of special conditions of work for disabled persons. Selective placement eliminates, to a very large extent, any need for substandard conditions, and thus serves to overcome many of the basic trade union objections to the employment of disabled persons. Nevertheless, selective placement is most valuable when it is accompanied by plant policies aimed at facilitating initial adjustment, at preventing haphazard transfers from one job to another, at ensuring intelligent supervision, etc. In addition, since one of the greatest obstacles to widening the employment opportunities of the disabled is the fear that the latter will not meet the production norm of the department of the plant in which they are placed, studies of the job performance of disabled persons in relation to comparable groups of able-bodied workers have been found to serve a useful purpose.

Finally, it should be emphasised once more that this is a preliminary Report. The Office hopes to be able to present a more adequate report on the question as more experience is gained with the measures now being taken and as more countries are in a position to follow a more constructive rehabilitation policy. At present, few countries, if any, claim to have a complete vocational rehabilitation programme which covers all the various stages in the total process. There are many gaps in each programme as a whole. There are numerous reasons to hope, however, that the progress being made in the different stages or for various groups (war veterans, in particular) will continue and will gradually expand into a complete plan for the vocational rehabilitation and resettlement of disabled persons in useful work suited to their capacities. Employment opportunities for disabled persons, however, depend directly on general employment opportunities. No matter how satisfactory and comprehensive any plan for the re-establishment of disabled persons may be, its successful application will be conditioned above all else on the maintenance of a high and stable level of employment.

APPENDICES

APPENDIX I

EXTRACTS FROM EMPLOYMENT (TRANSITION FROM WAR TO PEACE) RECOMMENDATION, 1944¹

GENERAL PRINCIPLES

X. Disabled workers, whatever the origin of their disability, should be provided with full opportunities for rehabilitation, specialised vocational guidance, training and retraining, and employment on useful work.

METHODS OF APPLICATION

(Paragraphs 39 to 44 of the Recommendation)

39. The criterion for the training and employment of disabled workers should be the employability of the worker, whatever the origin of the disability.

40. There should be the closest collaboration between medical services for the disabled and vocational rehabilitation and placement services.

41. Specialised vocational guidance for the disabled should be developed in order to make it possible to assess each disabled worker's capacity and to select the most appropriate form of employment for him.

42. (1) Wherever possible, disabled workers should receive training in company with able-bodied workers, under the same conditions and with the same pay.

(2) Training should be continued to the point where the disabled person is able to enter employment as an efficient worker in the trade or occupation for which he has been trained.

(3) Wherever practicable, efforts should be made to retrain disabled workers in their former occupations or in related occupations where their previous qualifications would be useful.

(4) Employers with suitable training facilities should be induced to train a reasonable proportion of disabled workers.

(5) Specialised training centres, with appropriate medical supervision, should be provided for those disabled persons who require such special training.

43. (1) Special measures should be taken to ensure equality of employment opportunity for disabled workers on the basis of their working capacity. Employers should be induced by wide publicity and other means, and where necessary compelled, to employ a reasonable quota of disabled workers.

¹ I.L.O.: *Official Bulletin*, Vol. XXVI, No. 1, 1 June 1944, pp. 61 *et seq.*

(2) In certain occupations particularly suitable for the employment of seriously disabled workers, such workers should be given preference over all other workers.

(3) Efforts should be made, in close co-operation with employers' and workers' organisations, to overcome employment discriminations against disabled workers which are not related to their ability and job performance, and to overcome the obstacles to their employment including the possibility of increased liability in respect of workmen's compensation.

(4) Employment on useful work in special centres under non-competitive conditions should be made available for all disabled workers who cannot be made fit for normal employment.

44. Information should be assembled by the employment service in regard to the occupations particularly suited to different disabilities and the size, location and employability of the disabled population.

APPENDIX II

TRAINING AND EMPLOYMENT OF BLIND AND DEAF PERSONS IN VARIOUS COUNTRIES

Blindness and deafness are such severe disablements that they have profound repercussions on the employment of persons afflicted with one or the other.¹ Apart from the actual physical handicap which they represent, and which must not be minimised, society tends to place blind and deaf people in a separate category, which is considered as unemployable under normal conditions. The blind or deaf person who seeks work must therefore overcome limitations which are imposed on him both by his disablement and by general prejudice.

Because of the character of their handicap, special measures have often been taken to organise the training and employment of blind and deaf persons. These measures vary widely from one country to another. In some cases, their aim is simply to give the blind or deaf person an occupation which will bring him a certain subsistence, which, if necessary, will be supplemented from public funds; in others, they are more ambitious and are designed to bring about the complete re-establishment of the worker in the country's industrial life. Some of the measures taken to set up training and employment facilities for blind and deaf persons are summarised briefly below. Unfortunately, it has not been possible, in the limited time available, to provide a more thorough analysis of the special problems of these groups in this preliminary Report, but it may be possible to do so at a later date.

ARGENTINE REPUBLIC

The National Institute for the Blind in the Argentine Republic is under the supervision of the Ministry of Justice and Education. One of the responsibilities of this Institute is the training or re-training of the blind. This task is carried out in two primary schools, a vocational school and a school for masseurs; and there is also a special school where future teachers of the blind receive instruction.

In the vocational school, the blind of both sexes are taught a trade, according to their tastes and abilities, to prepare them to earn a living. This school also undertakes the retraining of blind adults. Training is given in the following trades: handicrafts; sewing; toy making; cardboard goods, textiles, stockings and

¹ In most countries, blindness or deafness is not defined as the total loss of sight or hearing, but all those are considered blind or deaf whose loss of either sense is so severe as to prevent them from finding employment through the normal channels.

mattresses; power and handloom weaving; typewriting, book-binding, modelling, telephone and telegraph operating; basketry and carpentry. In addition, music is taught, and blind students can learn to play the violin, guitar, piano, cello, bass and wind instruments. Finally, there are courses in cultural development and extensive teaching in Braille.

A governmental Decree (No. 143830 of 6 April 1943) authorises the sale of cigarettes by blind people in administration buildings, and the Institute has sought permission to place blind people in vending stands in hospitals. On the whole, it attempts to find work for the blind as independent artisans rather than in industry.

AUSTRALIA

The State factory inspectors are making a comprehensive survey of West Australian industry, to indicate which jobs could be filled by men suffering from deafness or partial or total blindness. A considerable number of positions suitable for such people, after training, have been classified, according to the most recent information available.

CANADA

Services for the blind and deaf, both civilian and military, have been organised in Canada through the co-ordinated efforts of the Canadian National Institute for the Blind, the National Society for the Deaf and Hard-of-Hearing, and the Special Placements Division of the Employment Service.

Services for the Blind

After 1918, the Canadian National Institute for the Blind created sheltered workshops and introduced home teaching for those who needed it, but whose general capabilities seemed a little low. It gradually built up an experienced staff and in 1926 a Placement Department was established. This Department places sightless men and women in industry, in concession stands, *i.e.*, cigar stands, counters, etc., and in small businesses. Depression conditions hampered its work considerably and it had to concentrate mainly on the development of the stand programme, but when partial recovery set in it was again successful in finding placement opportunities in industry and business. The Department now offers a broad selection of positions: professional positions in Institute offices and on the staff, employment in Institute sheltered workshops, tobacco stands, canteens, and cafeterias, as operator managers, in poultry farming, gardening, bee keeping, as music teachers, piano tuners, and finally home work on handicrafts for which training has been provided at the Institute.

The Institute has also given attention to the problems of vocational guidance and training, and has carried out an extensive survey on these subjects. It has introduced testing and reconditioning workshops for those who can and wish to work but whose capacity for work must be further developed and those whose special aptitudes are not marked and must be tested. The aim is

to find the most suitable job for each blind man or woman who seeks employment.

The placement of a blind person receives every consideration from the Institute's Placement Department. It is necessary to overcome common prejudices about the employment of the blind, such as the belief that they are more liable to accidents than other workers. For this purpose, the Institute sends a placement officer to the president or general manager of the undertaking in which it is hoped to find a position for a blind person. Then, when the idea has been approved, the superintendent and the foreman are approached, and their co-operation is also enlisted. Thus, when the blind worker starts on his job, he can expect to be received in a friendly and understanding spirit; he will feel more confident and will be a more efficient worker. Blind workers producing up to normal standards expect and receive the same pay as their fellow workers.

It is the policy of the Institute to make follow-up calls on the blind employee, the superintendent, and the foreman, in order to observe if the blind worker is making satisfactory progress and is filling the position to everybody's satisfaction, including his own.

Thanks to the careful attention which it gives to the training and employment of the blind, the Institute has been successful, not only in individual placements, but also in broadening employment opportunities for the blind by convincing employers that it might be in their own interest to give blind workers a trial. In Ontario, it is reported that over 100 blind persons have been employed in mechanical industries, in a wide variety of trades, including assembling bomber parts, punch press operating, gauge inspection, part finishing, turret lathe operation, etc.

Services for the Deaf

The National Society for the Deaf and the Hard-of-Hearing is in charge of the rehabilitation and employment of persons suffering from an aural defect, and there are also special schools for the deaf in some of the provinces, such as the Ontario School for the Deaf.

The National Society seeks to overcome the widespread misunderstanding of the vocational limitations imposed by the handicap, by promoting realisation of the very wide range of jobs in which deaf persons can be employed very successfully. The experienced staff of the Society attempts to lessen discrimination against all deaf persons who seek employment, and to convince prospective employers that a man should be judged for his abilities rather than disabilities. So far as the deaf or hard-of-hearing individual is concerned, the Society endeavours to overcome adverse psychological reactions and to educate the person to adjust himself to his hearing loss.

Placements are made in a realistic fashion. Every attempt is made to match abilities with job requirements. The details of the training and experience of a registrant are listed so that an employer can see at a glance whether any suitable job is available for him. Moreover, placement officers insist that a deaf person is placed on

an efficiency rather than a compassionate basis. Employers are urged, however, to understand the worker's personal problem, because maladjustments may arise, but it has been found that by maintaining contact with each deaf person who has been placed, difficulties can usually be avoided or smoothed out.

Members of the armed forces discharged with a hearing disability receive all necessary medical treatment through the Medical Service Division of the Department of Pensions and National Health. Attention is given to the problem of adjustment and compensatory aids, such as provision for hearing aids, and instruction in lip reading, and vocational guidance and training are not neglected. Although no comprehensive programme for the rehabilitation of deaf ex-servicemen has been outlined involving the co-operation of public and private organisations, the need to make provision for their readjustment has been realised, and much can be accomplished through existing agencies, such as the National Society for the Deaf and the Hard-of-Hearing and the Special Placements Sections in the larger Employment and Selective Service Offices.

The war has substantially lessened prejudice against deaf workers in almost all industries and occupations and has called attention to the potentialities of these workers and even to their advantages as workers in certain types of employment.

CHILE

There are three special establishments for the blind. The School for the Blind, maintained by the State, furnishes primary and secondary education and training in certain trades, such as basket-making, bookbinding and carpentry. Attendance is free. There is also a private institution, the Industrial School for the Sightless, where attendance is also free, and which has a similar programme of vocational training. Finally, the Santa Lucia Home for the Blind provides education for blind persons.

Three schools retrain deaf-mutes. One is a State school, the other two are private. Students are taught carpentry, bookbinding and basket-making.

DENMARK

There are several institutions responsible for the rehabilitation of the blind, deaf, and deaf and dumb. They are private associations, but carry on their work under public supervision (under the Director for the Care of Disabled Persons).

The Royal Institute for the Blind is the chief agency for the training and employment of the blind. Most of the pupils are children, but adults in the younger age groups may also be taught at this Institute. Day pupils and boarders are admitted for ordinary education and for training in various trades considered suitable for blind persons: weaving, shoemaking, basket-making, brush-making, music, piano-tuning, bookbinding, typewriting, bookkeeping, sewing, saddlery, commercial work. In some cases, training is given for highly skilled occupations.

The Society for Promoting the Independent Activity of the Blind helps pupils who have left the Royal Institute in their efforts to earn their living. It also assists men and women who have become blind at a later age than that entitling them to admission to the Institute or who, though blind as children, have never received any training. Grants are provided for buying materials and tools, for setting up in independent work, or for taking further training in handicrafts or music.

The Home for Able-Bodied Blind Women has been created to provide a home and the best possible conditions of work for blind women living alone, as well as training for women who became sightless after reaching the age of admission to the Royal Institute. Blind women in Copenhagen may also use its facilities even though they live at home. Instruction is given in weaving, machine knitting, music, business training, typing, etc.

The Work for the Blind Company employs blind workers in brush-making, basket-making, mat-making, soap-making, and helps them to market their products by operating sales offices in various parts of the country.

There are two vocational guidance and employment agencies for the deaf and dumb and for the deaf and hard-of-hearing respectively. They provide vocational guidance, in co-operation with the Invalidity Insurance Court, and they sometimes provide training and assistance in finding suitable employment. Deaf-and-dumb girls are taught to earn their living in weaving, domestic work or sewing at a special Home for Deaf-and-Dumb Girls.

All these institutions are private, but they are under State supervision and must provide medical care. Moreover, since 1941, the Ministry of Labour and Social Affairs has given attention to the problems of rehabilitating disabled persons, including the blind and the deaf, with a view to finding more effective solutions for their problems.

FINLAND

A special rehabilitation institution has been created for the blind. Like other special centres for training the more seriously disabled, it is under supervision of a physician, while the Office of Vocational Rehabilitation is in charge of the instruction.

GERMANY

In 1942 it was estimated that there were over 44,000 blind persons in Germany. Of this number, 3,700 were men who had lost their sight during the War of 1914-1918 and several hundred had been blinded since 1939. The remaining 40,000 had been born blind or had lost sight in civil life.

Because of the need to care for those blinded during the War of 1914-1918, much progress was made in the rehabilitation of blind persons after 1918. Blind people were rehabilitated and placed in numerous categories of employment: as stenotypists, telephone operators, masseurs, professional workers, civil servants, industrialists, teachers in high schools and schools for the blind, ministers, organists, lawyers and artists.

The State was in charge of all measures of relief for the blind. Its most important function was their vocational rehabilitation. No false economies were made in accomplishing this task, and special organisations were given the financial means of pursuing it with success. Great attention was given to the problem of ascertaining each blind person's abilities and, in the case of workers blinded in adult life who could not resume their former occupation, to utilising their previous experience when choosing a new trade for them. The aim of the rehabilitation programme was not simply to teach the blind man a trade which would keep him occupied, but to make him as self-supporting as possible.

Measures in favour of the blind were not limited to their rehabilitation and training. On 12 January 1923, it was provided that every employer of more than 20 persons must give work to two severely disabled persons for every 100 workers he employs. War-blinded men and those who had accidentally lost sight in the performance of their work were included in the category of severely disabled persons. Other blind persons could be brought under these provisions, if they were unable to find work otherwise and if their employment under the quota did not result in the displacement of any severely disabled persons for whose benefit the measure was primarily intended.

In July 1934, the vocational training of the blind was withdrawn from the Local Welfare Offices and brought under the control of the Central Welfare Office. By an Order of 28 June 1940, the Central Welfare Office was specifically instructed to look after war-blinded ex-servicemen. After the necessary medical treatment, a short rest period was granted to these blind soldiers to enable them to adapt themselves to their disablement. Vocational training was started after that. Courses for the war-blinded were given at Chemnitz, where they were trained for industrial work, and at the Army School for the Blind at Kolberg. The men received general education, physical therapy and instruction in certain trades and handicrafts, often of a highly technical character, such as drilling on precision instruments, screw-cutting, and assembly work on a conveyor belt. Blinded soldiers with professional qualifications were often trained for civil service posts, and at the end of their course were given a first or second class certificate, entitling them to take up "higher" or "middle" civil service posts.

Blind handicraft workers were organised by the State into an Association in 1933. Through this Association, all articles manufactured by them were sold. This supervision aimed both at protecting blind handicraft workers against exploitation and the buying public against fraud. The Association had the same status and obligations as associations of sighted workers. It counted some 6,000 blind members, who in 1941, despite the shortage of raw materials, produced goods of an aggregate value of 16½ million RM (14 million RM of goods entirely finished by blind people and 2½ million RM of goods partially manufactured by blind people).

An orchestra of blind musicians was also organised for blind artists. This group of 78 musicians gave in 1941 1,191 concerts throughout the country, collecting a net profit of 4,484 RM, which was distributed to the musicians.

Many private institutions also cared for the blind: the Institute for the Blind at Marburg, which has a library for blind people, the Union for the Publication of Books for the Blind at Leipzig, the Central Library for the Blind at Hamburg, and many others. Vocational guidance and training was their chief concern. For instance, the Marburg School included a high school and a vocational school, giving a two-year course in particular trades. This course could be followed by a one-year course for further specialisation. The Marburg School took advantage of the experience gained by men who were blinded during the 1914-1918 War in training or retraining blind ex-servicemen of the recent war.

On the whole, the general policy has been to prepare blind persons for normal industrial or office life rather than to limit them, as in the past, to a few trades which were considered especially suitable to their disablement.

GREAT BRITAIN

Blind and deaf persons are covered by the provisions of the Disabled Persons (Employment) Act, 1944, and in addition, they are provided with a number of special services because of the peculiar nature of their handicaps. Both groups have benefited appreciably by wartime conditions of labour shortage and by the increased attention given to the whole problem of vocational rehabilitation. Their opportunities of employment have been growing in number and kind.

Services for the Blind

In March 1943, the total number of registered blind persons in the United Kingdom was about 90,000, of whom about half were under 16 or over 65 years of age. The education and training of blind persons falls to the local authorities under the Education Acts, but their care subsequent to education and training is placed, by the Blind Persons Acts, upon county and county borough councils. There is no obligation on these authorities to provide employment for blind persons, but nearly all of them have arranged, generally through a voluntary organisation, for employment in special workshops for the blind or for homework. Aside from the education and preliminary training provided for blind persons by the local authorities, there had been no general public vocational training facilities for them (except in Scotland) and the training offered by the Ministry of Labour was not suitable for them. Under the Disabled Persons (Employment) Act, however, suitable vocational training must be provided for blind persons. At present, this task falls to St. Dunstan's. St. Dunstan's was founded after the War of 1914-1918 for the treatment and training of persons blinded in the forces, and has continued to discharge this duty despite its new and greater responsibilities towards all blind persons. Civilians blinded during the war go first to the Homes of Recovery set up by the National Institute for the Blind and then come under the training arrangements of the appropriate local authority.

St. Dunstan's, which works in close co-operation with the Ministry of Labour, has been experimenting for some time with the retraining of blind persons for industrial employment. In 1935, it introduced industrial machinery into its Raglan Street workshop, and since that date a number of trained blind men have gone into industry. The success of the experiment led in 1941 to the creation of an industrial department, and the training centre at Church Stretton now trains blinded men to the specific requirements of any employer.

Experience at St. Dunstan's and of certain employers has indicated that certain factors should be considered before a blind man is trained for a new occupation. Young men are usually more adaptable and trainable than older men. Moreover, a careful check is made on a man's level of intelligence before he is trained for industrial employment, for it is essential that he should be perfectly fitted for his occupation. Employment in inferior jobs is to be especially avoided, as it leads to discontent. Another important task of the agencies engaged in the training and employment of the blind is to supply employers of blind persons with records indicating the prospective worker's past experience and service. Information regarding his personality has also proved to be valuable as a clue to his probable ability to overcome his handicap. Vocational and psychological guidance are of great importance. It is not always possible or desirable for a blinded man to return to his former occupation, yet he may have some difficulty in adapting himself to the job that is best suited to his abilities and his injury. Blind men often suffer from an inability to relax, anxiety about the future, and a desire to assert independence at any cost, and every attempt should be made to combat this emotional unrest and to give them a sense of security.

It was found that it is best to have advanced or final training within the factory itself, so as to enable the blind workers to acquaint themselves with the special conditions existing at their place of employment. Much has also been learned about facilitating good and normal relations with the rest of the workers and the management. For instance, practice has shown that it is a mistake to place the responsibility for the care of the blind workers on some outside specialist, such as a psychologist, as was done at first, and that much better results can be expected if the personnel manager or, failing this, the works manager or a working director is entrusted with this task. But it has also been found that whoever handles the employment of the blind must find time to give them regular interviews. The co-operation of superintendents, foremen and shop stewards should also be secured; the more management short-circuits the foremen in their contacts with the blind employees, the less interest and responsibility the foremen tend to feel and the more difficult the adjustment of the blind workers will be.

The Disabled Persons (Employment) Act gives the Minister power to form companies under the 1929 Companies Act in order to provide employment for persons so badly disabled that they cannot compete with other workers under normal conditions. Workshops for the blind are in certain circumstances to be set up as sheltered industries. Although in many cases it is considered

desirable and practical that blind persons should work side by side with and under the same conditions as other workers, it is not to be expected, as the Interdepartmental Committee on the Rehabilitation and Resettlement of Disabled Persons pointed out, "that the whole, or even the majority, of the employable blind can be permanently absorbed in ordinary employment".

Nevertheless, the success of the experiments in placing carefully selected blind persons with equally carefully selected employers has been encouraging. Recently, therefore, the Ministry of Labour made arrangements for reference to the employment exchanges of civilian blinded persons chosen as suitable for industrial employment (by the National Institute for the Blind or other organisation catering for the blind, in co-operation with the Ministry of Labour). *The Times* (London) reported on 13 July 1943 that in the preceding 12 months over 700 blind persons had been put on jobs formerly done by sighted workers.¹ Moreover, information was obtained regarding the employment of 215 blind persons employed by 50 different firms, only six firms employing more than 10 blind workers each. Nearly half of these workers (104) had been trained by the firms which employed them, and one firm at least was developing a training programme for the blind, after having ascertained which jobs were most suitable for blind operators. The scheme for the employment of blind workers had met with success, and it was found that the majority were fully as efficient as other workers and sometimes more efficient. Moreover, they were no more liable to accidents at the bench or machine than others. The Ministry of Labour states that the chief insurance companies do not refuse to insure blind persons and do not increase the premiums for such workers, provided they receive assurance that the work is within the worker's capacity.

The National Institute for the Blind, in its annual report for 1943-44, recorded progress in placing blind persons in employment. The Institute's Placement Department had been enlarged. Its Placement Officers are partially sighted men qualified to demonstrate to employers that blind workers are an asset, not a liability. The Institute engages in continuous research into new employment opportunities for the blind. It has found that successful placement of blind workers depends largely on skilled and sympathetic after-care, that the number of blind workers who leave employment on account of ill-health or who are found to be inefficient is no greater than that of sighted workers; and that on certain types of machine work, the output of the blind was 20 per cent. higher than the average output of sighted workers. Moreover, the blind had proved to have fewer accidents than sighted workers.

Although most of the blind have usually found simple process work for which little preliminary training is needed, a good many have proved themselves capable of doing intricate assembly work; efforts are made to spot such special skills. War experience indicated, for example, that 37 different jobs in one section of the engineering industry could be performed by blind persons with full efficiency.

¹ The Ministry of Labour has compiled a list of more than 80 occupations in which blind people have been placed successfully.

Of the 9,000 blind persons in employment in 1941, some were employed in a selected group of ordinary industrial processes such as chocolate packing, testing precision instruments, and the like, in which delicacy of touch often more than compensates for inability to see; others were in occupations considered specially suitable for blind persons, such as telephonists, typists, masseurs, piano-tuners, and basket and mattress making; but the majority (over 6,000) were in blind workshops or under home workers' schemes. Between 1941 and 1945, the trend was towards a greater number of placements in industry, in many cases on relatively skilled work in the engineering or other major war industries. The organisation of part-time industrial employment gave additional opportunities to blind workers.

For blind workers placed in ordinary employment, much is done to ensure that the integration of the blind worker in the factory is as complete as possible. While he must be escorted to and from work and must be especially careful to avoid any accidents, the practice is not to separate him from the other workers more than necessary and to help him feel that he is a normal member of the labour force. It is general policy to give blind workers the same wages as other workers; they resent the implication that they are receiving charity when their wages are higher, and are, on the other hand, fearful of being exploited on account of their disability. One of the obstacles in the path of the complete integration of blind workers in industry was the fact that they have been denied trade union membership¹, but it is hoped that as the general attitude towards the blind becomes more favourable, and as their rehabilitation for employment becomes more and more efficient and successful, this problem will find a solution.

Services for the Deaf

The training and employment problems of the deaf are more limited than are those of the blind. Deafness is not a bar to employment except in a few specific occupations, and employed persons who become deaf generally can remain in their occupations. If retraining is needed, its provision is the responsibility of the local education authorities, who are also responsible for the education and training of deaf children. Acquired deafness is a handicap in obtaining fresh employment, however.

Training courses were provided during the war for persons deafened through war service, and the Interdepartmental Committee urged that access to these courses should also be granted to all deaf persons in need of such assistance for employment purposes, and that such courses should be provided by the education authorities in co-operation with the National Institute for the Deaf and other voluntary bodies with special schools.

The Disabled Persons (Employment) Act applies to deaf persons as to other disabled persons. Vocational training adapted to their needs is being expanded, and deaf or deaf-mute persons

¹ Major E. WITTKOWER and Patricia E. MAYO: "The Employment of the Blind in Industry", in *Industrial Welfare and Personnel Management*, Jan.-Feb. 1945, pp. 10-13.

may where necessary be admitted to the register of disabled persons and benefit from the quota provisions of the Act, etc. It is interesting to note, however, that the National Institute for the Deaf objected to the inclusion of deafness within the categories of disablement, on the ground that 90 per cent. of deaf persons who are ordinarily employable would be able to find and hold employment if given a fair opportunity.

The placement of deaf or hard-of-hearing persons seems to present no insuperable technical difficulties. The *British Medical Journal* for 13 March 1943 stated that there were at that time no unemployed deaf persons unless also incapacitated by age or some additional infirmity. The number of different occupations in which deaf people could be successfully employed was estimated at 340, and there are numerous instances of their proficiency at work. A large aircraft corporation employing 900 physically impaired workers stated that deaf workers were found very useful in the riveting departments. They were less sensitive to the noise involved than persons with normal hearing. In other places, deaf persons were engaged in the manufacture of cartridges, on presses and automatic lathes, and in such operations as trimming, heading and indenting, and turning and reaming. New firms have been willing to experiment with the employment of deaf people. In a Birmingham firm, for instance, 20 deaf-and-dumb girls were given work, and placed in the charge of an instructor who looked after them during and after work; the management were satisfied with their progress. Despite the fact that deaf and hard-of-hearing workers generally do well, because, like most workers who suffer a disablement, they are conscientious and try to overcome their disadvantage, it has been found best as a rule to put them under the care of a special supervisor. This may be someone brought into the firm from outside who has considerable experience with the deaf or a member of the supervisory staff who has received special training for this new responsibility.

The principal obstacle to the employment of the deaf is social prejudice. On the whole, however, the public has become more open-minded about the employment of deaf and hard-of-hearing persons, and the success which most experiments have achieved and the knowledge acquired thereby will probably help to overcome remaining prejudices.

LUXEMBOURG

Luxembourg has special schools giving vocational training to the blind and deaf-mutes. These schools are placed under State control and provide medical care.

NEW ZEALAND

The Rehabilitation Board of New Zealand found it advisable to make special provision for the rehabilitation of ex-service personnel who had become blind. Early in 1944, the Board acquired the Fairview Convalescent Home, Mount Eden, as a temporary centre and hostel for blinded men. The four ex-servicemen who had previously been inmates of the Institute for the Blind were trans-

ferred there. An arrangement was concluded with the Institute by which the part-time services of an instructor in Braille and those of a trained female therapist were obtained. The Board supplied Braille watches and talking books.

Totally and partially blinded men at Fairview are trained for the explicit purpose of rendering them industrially employable. This could not be accomplished at the New Zealand Institute for the Blind, which only looks after persons who expect to remain inmates of the Institute for the rest of their lives. An occupational survey has been carried out to ascertain which occupations are most suitable for blind men. It is being more widely recognised that such persons can find normal employment. A freezing-works establishment engaged a blind man who had returned from the war, and blind persons are being employed in other industrial concerns, such as thread-testing in munitions factories.

When a blind man has been placed in employment, contacts are maintained with him to ensure that he is encountering no difficulties due to his disablement. Experience has indicated that there are often physical or psychological maladjustments after a blind man ceases to be under close care and a regular routine and goes back into ordinary economic and social life. Friendly advice and encouragement are helpful.

PERU

The Peruvian National Union for the Blind is in charge of the rehabilitation for work of blind persons between the ages of 12 and 30 years. It is a private institution, but its importance has been recognised officially by the State in a resolution dated 27 May 1944. Moreover, an excise tax of one centavo per litre of beer produced in the country or imported from abroad was introduced on 29 December 1944 to contribute to the budget of the Union. Two Decrees of 4 and 19 April 1945 established a Commission for the Protection of the Blind.

A medical service is attached to the Union. Every blind person must submit to a medical examination and all those suffering from contagious illnesses receive preliminary treatment before being admitted to the Union. Free medical care is also supplied later on when necessary.

The Union maintains a vocational school giving primary and secondary education as well as training for various trades: carpentry, upholstery, basketry; the making of straw rugs, mattresses, suitcases, and brooms; bookbinding and copying; the weaving of wool, silk, linen and cotton goods; straw-plaiting; and sewing. In addition, particularly gifted students are prepared for admittance to normal high schools and to the universities.

Blind persons employed by the Union work seven hours a day, except on Saturday, when work stops at noon. No payment is made to blind persons while undergoing training, for the school pays the whole cost of their upkeep, and supplies the materials and tools which they may need. In the case of blind persons who cannot perform any work, the Union maintains a pension and savings fund which ensures their maintenance. To those blind

people who are too old to be admitted to the school, yet wish to have independent occupations at home, the Union supplies working materials and ensures that they receive adequate payment for their labour. The Union also sells the goods made by blind people and distributes the profits each week, except for 10 per cent. of the total, which is contributed to the pension and savings fund.

SWEDEN

Statistics assembled by the Committee on Disabled Persons show that there are some 6,000 blind, 10,000 deaf and hard of hearing, and 6,000 deaf-and-dumb persons. Young people who are blind or deaf and dumb are taught in special schools, which are either owned by the State or are under the control of a State authority. Adequate medical supervision is provided. Training is usually given in the handicrafts, but more recently there has been a tendency to direct blind or deaf workers towards more industrial work. This trend was particularly marked during the war.

The Committee of Experts on War-Disabled Persons considered the problem of giving employment to blind persons, and requested the co-operation of the Swedish Employers' Association in order to ascertain what positions could be filled by this category of disabled persons. Several firms replied that they had never employed blind persons, but were willing to make the experiment. Many employers, however, thought that blind workers would be exposed to accidents on their way to and from work, and that too many extra precautions would have to be taken to help them get about safely on the factory premises.

UNION OF SOUTH AFRICA

Provision for the employment and training of civilian blind persons falls under the general supervision of the Department of Social Welfare, which administers grants to the National Council for the Blind and to other blind societies. This Department keeps a register of all European blind civilians. Under the Blind Persons Act, 1936, provision exists for the medical examination and certification of blind persons, and for their training and employment.

Sheltered employment for blind workers is provided in Workshops for the Blind affiliated to the National Council for the Blind. There they are taught basket-making, mattress and net-making, and machine-knitting, and can continue to work at their trade under special conditions of employment when they have completed their training. Candidates for such employment must show proved incapacity, owing to their disability, to find work in the ordinary labour market, but they must not be totally unemployable. The blind societies are responsible for the marketing of the products that they manufacture, and these goods must not be disposed of below market prices under any condition. The societies also assist blind persons to undertake independent work whenever this is possible. Several blind persons, for instance, have been placed in manual occupations requiring a delicate sense of touch and in jobs

where the same action must be repeated over and over again. They have been found more proficient in these occupations than the seeing, who find the work too monotonous. Lower wages are paid to blind apprentices in the Workshops for the Blind than to the fully trained blind workers. In assessing the pensions of blind persons, income from all sources, including wages earned in the workshop and any augmentation of such wages, are taken into account.

The National Readjustment Board for Disabled Soldiers looks after blind ex-servicemen. It has concluded an agreement with the South African Committee of St. Dunstan's, which will provide re-education, vocational training, employment and after-care to all South African blinded soldiers, regardless of race. They must, however, have been granted a military pension, and their degree of sight, if any, must be insufficient to enable them to follow an occupation other than one suited to blind people.

Ex-soldiers whose blindness is not due to or has not been aggravated by their war service (that is, the non-pensionable blind) will be trained and cared for by the various civilian blind societies affiliated to the National Council for the Blind. This group will be eligible for training allowances under the National Readjustment Board's schemes of vocational training.

The National Council for the Deaf is responsible for the training and employment of deaf persons. Like the National Council for the Blind, it receives grants from the Department of Social Welfare. Deaf people have been placed successfully in many kinds of industrial work during the war and have had particular success in noisy jobs like those of boilermaking, welding, and riveting.

UNITED STATES

Services for the Blind

The most reliable records available estimate that approximately 230,000 persons in the United States come within the most generally accepted definition of blindness. Some 98,000 of the 230,000 blind persons are between the ages of 15 and 64. It is estimated that at least 60,000 of these individuals can be made self-supporting and can be removed or kept from public assistance rolls. In order to do this, many rehabilitation services must be made available and provision made for a wide variety of employment.

The Federal Office of Vocational Rehabilitation includes a special Services for the Blind Section. Under the co-operative federal-State rehabilitation programme, the actual provision of rehabilitation of the blind is assigned to the State commissions or agencies for the blind where legal authority exists for providing rehabilitation service. In testimony submitted to a Congressional sub-committee investigating aid to the physically handicapped, the Office of Vocational Rehabilitation included a statement of the special services provided for the blind under the general rehabilitation programme. The content of this statement is given in the following paragraphs.

In the Federal Office of Vocational Rehabilitation, the functions of the Section of Services for the Blind are to develop methods and standards for the rehabilitation of the blind and to co-ordinate the efforts of the State agencies administering this part of the vocational rehabilitation programme. The Chief of the Section is himself without sight. The work of developing the industrial placement of blind persons is in charge of a capable industrial engineer who is also without sight and other staff members have special experience in meeting the needs of blind persons.

This Section assists the State commissions or other agencies for the blind and the State Divisions of Vocational Rehabilitation to provide complete rehabilitation services for employable blind persons to enable them to become self-supporting and productively useful; to demonstrate to employers of persons who become blind on the job that normal job opportunities should continue to be made available to them; and to demonstrate to other employers that blind persons, adequately trained, can perform a great number of selected operations just as well as sighted workers. As a result of these processes, it is hoped that many needy blind will be removed from public relief rolls or find it unnecessary to seek public relief, and will become taxpayers and producers.

The Section of Services for the Blind has a small staff. It is an integral part of the total rehabilitation organisation, and is assisted by the units specialising in other activities (*e.g.*, physical restoration, research and vocational guidance). The regional representatives who supervise this part of the programme as a part of their regular duties have held conferences with the officials of the State agencies and have assisted them in the preparation of State plans and budgets. This assistance is being continued with all phases of programme operations. In Washington, the Division of Administrative Standards reviews the budgets and processes the grants. The Physical Restoration Section advises in the provision of restoration of sight services for those employable blind persons whose cases are susceptible of treatment, and provides consultative services in the correction of physical disabilities which add to the handicaps of blindness. The Advisement, Training and Placement Section collaborates with the Services for the Blind in the development of tests, guidance techniques, and case work procedures. In developing aptitude tests for manual dexterity the experience of the New York Institute for the Blind and the Trainee Acceptance Centre operated by the Board of Education in Philadelphia is being drawn upon. Similarly, the tests being developed by the Surgeon-General's Office of the War Department in a training centre for blinded soldiers at Avon, Connecticut, and the Valley Forge army hospital at Phoenixville, Pennsylvania, are being explored. The Research Statistics Section is studying and reporting upon various problems to be solved in the rehabilitation of the blind. In initiating a programme for the industrial placement of blind persons, assistance is being given by a small committee of outstanding leaders in work for the blind, who are familiar with the industrial employment of blind persons. Another study is under way that seeks to determine the number of blind persons employed in agriculture, the professions, and white-collar occupations; and

to ascertain what factors have contributed to their success or failure in these occupational pursuits. In the immediate future, three assistant regional representatives, working from San Francisco, Minneapolis, and Washington, will provide full time advice to State agencies in the organisation and development of all services for the blind, such as the identification of blind persons, physical restoration, vocational counselling, pre-vocational training, vocational training, placement and after-care.

The Section of Services for the Blind is developing methods and procedures to assist the State agencies in directing services towards the employment of blind persons in six major fields, namely, industry, vending stands and commercial enterprises, professions and other white-collar occupations, agriculture and rural occupations, special workshops, and home industries.

A number of factors enter into the problem of the rehabilitation of the blind. The newly blinded person has to conquer fear. He fears personal injury; economic dependency; the paternalism of his family and friends; and the possible belief in the minds of both the employer and the public that his loss of sight destroys his ability to work. The State rehabilitation agencies therefore attempt to assist the blind in removing these fears and in demonstrating to the public and to the employer that blind persons come from all walks of life with a great variety of skills and talents which can and should be used in many occupations.

The programme for rendering services to the blind on a State level includes the following main functions, all or some of which may be required for successful adjustment: locating blind persons in need of rehabilitation and investigating each case to determine individual needs; physical and vocational examination and diagnosis; medical, surgical, or psychiatric treatment for the disabilities that may exist in addition to blindness as a handicap to employment; vocational guidance; vocational training facilities either connected with or separate from the special workshop for the blind; maintenance and transportation, where financial need exists for the training period; and placement in employment and supervision in employment.

To render these services, it is obvious that each State needs an adequate blind rehabilitation staff, with the proper qualifications to help blind persons prepare for and secure employment in the various occupational fields. There are 32 State jurisdictions which by statute, have authorised the State Commission or other State Agency for the Blind to provide rehabilitation services for the blind. In the remaining States, rehabilitation for the blind will be provided by the State Division of Vocational Rehabilitation. Services for visually handicapped persons who do not come within the legal definition of blindness are provided by the State Divisions of Vocational Rehabilitation in the same way as for other disabled persons.

In-service training courses for staff members of the State Blind Commissions or Agencies and of the Sections of Services for the Blind of the State Divisions of Vocational Rehabilitation have been initiated by the Federal Office.

The first course for the training of employment officers for placing the blind in industry began in May 1945 and ran for approximately 6 weeks. The course was attended by 10 blind men from a number of States. The industrial employment specialist of the Services for the Blind Section arranged for the co-operation of 20 business organisations in the city of Baltimore engaged in food-processing and the manufacturing of hats, paper boxes, piston rings, aeroplane parts, radio and weather instruments, electric motors, non-ferrous castings, etc. Each plant was surveyed and from four to six primary jobs were selected and demonstrated by the specialist. The blind trainees in the course were instructed in all of these processes, with the result that each one learned how to perform more than 100 different factory processes. More important still, they learned how to analyse an industrial process which might exist in other types of plants. In addition, the trainees were given practice in salesmanship and instruction in such subjects as public liability and workmen's compensation insurance, accident prevention, problems of the industrial executive, and trade union relations. Placement techniques and post-placement supervision methods were emphasised throughout the course. This training course is to be repeated, with other States planning to send staff members to specialise in placing blind persons in industry. Experience has shown that the training course should be restricted to 10 persons, because problems arise with large groups when the demonstrations are being conducted in many of the plants.

The first of a series of training courses for State supervisors of vending stands and other commercial enterprises for the blind was conducted during a period of three weeks in the month of August. Nine sighted persons and one blind person attended this course. This course can accommodate approximately 20 persons, since the vending stand programme operating in the District of Columbia is available as a laboratory, and the existing stands can be visited without difficulty. Trainees in the vending stand course were given intensive instruction in the details of stand operation, and the supervisory staff of the Washington Society for the Blind assisted. This training course will also be repeated until the needs of the States for trained stand-programme directors is met. The passage in 1936 of the Randolph-Sheppard Act, which permits the operation of refreshment stands in federal buildings by blind persons, gave impetus to the stand programme as an activity for blind persons with commercial talent; 348 stands are now being operated under this programme in federal buildings in the United States, and approximately 1,000 stands are in operation in non-federal buildings.

Training courses are to be developed for staff members of State rehabilitation agencies who will specialise in the problems of blind persons engaging in professional and other white-collar occupations, and also for staff members who will work with blind persons in rural activities such as truck farming, animal husbandry, dairy farming, bee-keeping, etc.

Regardless of the length or intensity of the training courses provided by the Federal Office, such courses cannot provide State employees with complete training for the various rehabilitation

activities. Consequently, it is planned that field agents from the Federal Office will assist the State staffs in solving the more difficult problems and aid in every way possible in promoting high standards in the service.

The representation of many of the voluntary agencies, providing special services for certain groups of the disabled on the national and State advisory committees of the rehabilitation agencies affords close co-operation in integrating private and public activities and services affecting the training and employment of the blind. The National Advisory Committee for the Industrial Placement of the Blind affords advice in the channelling of blind workers into industry; and a special committee of leaders in the field of work for the blind is assisting in the vending-stand programme for the employment of blind persons in commercial enterprises.

During the fiscal year ending 30 June 1943, out of the total of 42,618 disabled persons rehabilitated under the co-operative federal-State programme, a combined total of 4,720 persons had serious visual defects.

The Civil Service Commission has collaborated with the Services for the Blind of the Office of Vocational Rehabilitation in promoting the employment of the blind in Government agencies. The Commission reports that approximately 450 blind persons are employed in the federal services. Many of these work in munition factories, aviation field depots, and in Government offices as dictaphone operators, clerks and attorneys. The Commission believes that the departments of the federal Government will continue to expand their employment of qualified blind persons. A decrease in the retirement of individuals from the federal service because of the loss of sight will be one of the results.

It is gratifying, according to the Office of Vocational Rehabilitation, to note the change in the general attitude on the part of the public towards blind persons during the last few years. Although employers are not placing orders for blind workers in the same manner as they do for sighted workers, yet the rehabilitation agents in the States are finding a decreasing resistance to their efforts to place the blind in employment. It is true, of course, that the wartime labour shortage played an important part in this change. Nevertheless, a part of the success was due to a changed attitude and the availability of better rehabilitation services. The rehabilitation of blind persons is now being viewed by many as simply a difficult problem which is capable of practical solution, in contrast to one which was virtually impossible a few years ago.

According to the National Society for the Blind, blind workers, thanks to their highly developed sense of touch, have found employment doing skilled work in industry throughout the country. Many do assembly jobs, and according to their employers they are usually more efficient than sighted workers at any work which involves touch and practice and where no dangerous machinery is present. Often, too, a slight change in equipment permitting the substitution of the sense of touch for sight will permit the satisfactory employment of blind people. For instance, the calibrating of special gauges in raised Braille characters has enabled blind persons to do inspection work.

The Division of Visual Aids of the United States Office of Education has recently made funds available to pay for the production of a motion picture showing blind persons at work in industry. This film will attempt to answer many of the questions asked and objections raised by the sighted employer to the utilisation of blind workers. Many of the answers will be given photographically; others will be given in the narrative. One film showing a foreman instructing a blind worker in the operation of a drill press or milling machine will be made in the same manner as instruction films in the war production training activity. An industrial employment specialist on the staff of the Services for the Blind in the Federal Office has been assigned to collaborate in the production of this film.

Recently, a number of Bills concerning the employment of blind workers have been brought before the Congress. Of these, one proposes to amend civil service legislation so as to abolish all discrimination against persons suffering from partial or total blindness in their appointment, reappointment, reinstatement, re-employment, promotion, transfer, demotion, removal or retirement, except in cases where normal eyesight is absolutely necessary in the performance of the physical acts of their positions. The other would establish in the Employment Service a Division of Blind Placement Agents, whose special responsibility it would be to stimulate the employment of blind persons in public services and private enterprise.

Services for the Deaf and Hard-of-Hearing

The rehabilitation of deaf or hard-of-hearing persons is carried on under the federal-State rehabilitation programme for all disabled persons, with the technical assistance and general co-operation of the institutions and associations specialising in helping deaf persons to overcome their handicap.

The first step is to try to reduce the physical handicap by supplying them with hearing aids, teaching them lip-reading or both. This step may be taken under the federal-State rehabilitation programme, which includes provision for physical restoration services apt to contribute to employability. Moreover, for veterans, certain military hospitals are specially equipped for the fitting of hearing aids to military personnel suffering from hearing defects incurred in line of duty, when it is found that such aids will substantially help the patients, and trained instructors conduct individual lessons in lip-reading. Special teachers are also employed to prevent deterioration in speech. The principle here, as in the rehabilitation of other disabled persons, is never to train around a physical handicap which can be mitigated or overcome by physical restoration services.

The second step is vocational guidance and training of the deaf and hard of hearing. There is almost no limit to the number of positions which can be successfully filled by deaf persons; only a handful of occupations are clearly unsuitable for them.

On the whole, it has been found that deaf persons are not very suitable for training in professional occupations, and rehabilitation

officers are very cautious in advising the selection of such occupations. Professional training may be successful in the case of a few carefully chosen persons, whose hearing loss is not too severe and is compensated by lip-reading. Gallaudet College at Washington, D.C., was specially created to provide higher education for deaf students, and it is the only school for the deaf offering a full 4-year course. Technical and clerical or business occupations also require preparation that may be difficult for a deaf or hard-of-hearing person to obtain, although a number of institutions do train the deaf for positions of these kinds.

The greatest success has been met in training deaf persons for skilled or semi-skilled occupations. It is estimated that at least one half and possibly two thirds or three fourths of all deaf and hard-of-hearing applicants should be advised to choose such jobs. The great advantage of these occupations over those previously mentioned is that most of the teaching can be done by demonstration. Training is given both at specialised private trade schools and at public vocational schools. In addition, domestic and personal service occupations furnish employment to a large number of deaf and hard-of-hearing persons. Approximately 20 per cent. of employed deaf and hard-of-hearing women are working in this field, most of them in domestic service and beauty culture. Some hard-of-hearing men have been placed successfully as barbers, but their number in this and similar occupations is far less than that of women engaged in beauty culture. A survey of nearly 20,000 deaf and hard-of-hearing adults showed that hotel and domestic service is, next to factory employments, the occupation in which the largest number of deaf and hard-of-hearing are employed. Finally, a few deaf and hard-of-hearing persons are placed each year as farm labourers or in related occupations. A survey by the Vocational Rehabilitation Division of the U.S. Office of Education showed that agriculture ranks seventh among the types of occupations in which deaf and hard-of-hearing men are employed.

In many States, the placement of the deaf and hard-of-hearing is entrusted to the State supervisor of vocational rehabilitation, who works in co-operation with the American School for the Deaf. No special survey has been made of the methods of placement, but according to reports received by the Office of Vocational Rehabilitation, it appears that best results are obtained when some special provision is made for service to this group. In Texas, for instance, a special rehabilitation agent for the deaf and hard-of-hearing is employed jointly by the State rehabilitation department and the State school for the deaf. A similar arrangement has been worked out in Oklahoma. In a few States, like Pennsylvania, special placement services have been organised for the deaf and hard-of-hearing in the State departments of labour. It has been found useful, however, to ensure the co-operation of these services with the vocational rehabilitation agencies, for the deaf and hard-of-hearing often need complete rehabilitation case service which cannot be supplied by persons serving merely as placement agents, but must be supplied by the rehabilitation agencies.

Services to the deaf include adequate follow-up after placement. Misunderstanding may provoke friction with the employer, or the worker may find himself in need of additional training to fit himself more completely to the special requirements of his job. The purpose of the follow-up service is precisely to eliminate potential causes of friction and to make sure that the worker has received the appropriate training for his position and can fill his post with full efficiency.

U.S.S.R.

The Commissariats of Social Assistance of the Republics are responsible for the supervision of organisations of the blind and deaf-mutes, and audit the expenditure of the funds assigned to these organisations by the Government. In each Republic, societies of the blind and societies of the deaf and dumb have been formed. The societies provide guidance and training for the persons with these disabilities and help them to find suitable work. The experience of these societies has provided the basis of the current efforts to rehabilitate blind and deaf ex-service men.

In 1939, the All-Russian Society of the Blind had almost 20,000 members and received 4,500,000 roubles per year from the Government. Altogether the Soviet Government was appropriating 20,000,000 roubles per year for measures for blind persons, and a large sum for assisting deaf-mutes.

A comprehensive programme was in effect for blind persons in 1939. It begins with preventive medical care and includes nurseries for blind infants, boarding home-schools for blind children, university courses for blind students and vocational and technical retraining for blind adults. This programme has been expanded during the war years to meet the needs of those who have been blinded on military service or civil defence.

The aim of training is to equip or re-equip the blind persons for useful productive work. Training is given in many occupations, including press operators, box-makers, tinsmiths and brush-makers. Special music schools for the blind have been set up. Importance is attached to careful selection of a course of work or study and to following the adjustment of the individual to his chosen course. Employment is varied. In some undertakings, blind persons alone are employed; they work in a variety of jobs involving intricate operations; e.g., an electrical-motor plant in Moscow and a bicycle pump factory in Voroshilovsk are staffed by blind workers. In other undertakings, the blind work side by side with sighted workers. In still other cases, the blind are employed in special workshops annexed to or separate from established undertakings, on work carefully adapted to their requirements.

Before the 1941-1945 War, it was reported that of the 14,500 blind persons employed in the R.S.F.S.R. 3,500 were exceeding the usual production norm for the work in which they were engaged. There were also many blind teachers, artists, sculptors and musicians; and blind persons were to be found in a great many different occupations.

The Societies of the Deaf and Dumb have organised special schools and workshops to assist persons without speech or hearing. Deaf-mutes have become highly skilled workers in factories and offices, in the co-operatives, and in agriculture.

* * *

The primary aim of all rehabilitation schemes for the blind and deaf is to provide them with useful work. This is essential for their own happiness and to enable them to lead normal and worth-while lives. Moreover, society need not be burdened with their maintenance, for, when assisted to prepare for suitable employment, the great majority are capable of useful and productive work. Apart from this fundamental principle, on which all countries are agreed, opinion differs widely as to the type of training which should be given the blind and deaf, the methods by which they should be assisted to obtain training and to find employment, and their general position in economic and social life.

In most countries, blind and deaf persons are still taught a limited number of trades which are thought to be best adapted to these particular disabilities. These are the traditional trades which are considered to be the easiest for such persons to learn, even though they may not be the most suitable in individual cases or the most remunerative in a large number of cases. Much of this training has been carried on by special agencies catering for these groups of the disabled. A close relationship has been established and maintained between these agencies and the blind or deaf workers. The agencies often undertake, *e.g.*, to provide for the sale of the articles manufactured by the persons who are being or have been trained through their facilities. While, on the one hand, such action may help the blind and deaf workers to survive in a competitive economic situation, at the same time it may be or become a limited relationship from the point of view of their economic future.

A new development, however, may be observed, particularly in more industrialised countries. The trend is more and more to find suitable employment for the blind and deaf in normal industrial life. This tendency was noticeable before the war, but was naturally much accentuated during it, given the need in most of these countries to utilise all manpower resources for industrial production. Recent surveys carried out in Canada, Germany, Great Britain and the United States have revealed that blind persons may be employed successfully on a wide variety of types of work of which they had hitherto been thought incapable, including many kinds of work requiring the highest skills and abilities. Especially for deaf persons, the number of jobs in which their disability is not a handicap is almost unlimited. After the war these groups of workers may again find many avenues of employment closed to them, but valuable experience has been gained in demonstrating the wide variety of jobs which they can perform as successfully as able-bodied workers.

An interesting feature of wartime experience in this field has been the fact that blindness and deafness may sometimes constitute a positive employment advantage. There are a number of interesting examples of the substitution of one sense or quality for another — touch for sight, for example, or sight or ability to concentrate for hearing. Thus, for work which requires highly developed finger sensitivity, a blind person may start out with initial advantages, and for work which must be done in a highly noisy atmosphere, but which requires concentration of effort, deaf workers may have superior qualities as applicants.

Another consideration lending support to the trend towards increasing employment opportunities for blind and deaf persons in normal industrial life is that it is the best way to make them self-supporting and thereby avoid a recognised danger of dependency. The cost of their training may be higher than if they were taught those trades which have been reserved largely by tradition for the blind or deaf, but the economic independence which blind and deaf persons will be able to gain represents a substantial public economy. For instance, blind people engaged in simple handicrafts cannot survive unless they are protected either by an institute for the blind, as in some South American countries, or by forming a special association among themselves, as in Germany. As noted, the institute or the association is responsible for the sale of articles manufactured by the blind, which are duly labelled as such. The public is urged to buy the articles on the ground that they have been produced by blind people. All this, of course, means that the blind workers are dependent to a certain extent on public charity. When, however, a blind or deaf person finds employment in industry, he will no longer require very much special protection. He is paid according to his abilities, and not because of his disability, and he has a better chance to rise above the subsistence level and to progress like any other worker.

But whatever the excellence of their training and their resulting ability to take part in industrial life on the same terms as other workers, blind and deaf people must receive special services during their rehabilitation. In fact, the amount of attention required is proportionate to the more or less complete degree of rehabilitation it is sought to obtain. They need expert advice in choosing a trade which will be suitable to their handicap as well as to their mental or physical state. In many countries where vocational rehabilitation for the blind and deaf has made progress under war needs, it has become common practice for blinded or deafened ex-service-men to undergo a preliminary medical and psychiatric examination. Thus, they must be taught to overcome the specific obstacles of their handicap, by learning lip-reading in the case of the deaf, and Braille in that of the blind. After that, special instructors are needed to train them, and special methods of training are necessary. The training period is apt to be longer than for normal workers, for blind persons cannot learn by imitation, while deaf persons cannot hear orders. Finally, placement presents special difficulties of matching abilities with the requirements of available jobs. Follow-up work is an especially necessary part of the placement procedure. Even after placement, special supervision may be

useful, and blind workers often need to be helped to and from their work.

Despite these considerations, the outstanding feature of the current situation is the extent to which a more scientific approach to the training and employment problems of the blind and deaf is mitigating their vocational handicaps and broadening their opportunities for normal employment of many kinds. There is a wider recognition not only of the special needs of the blind and deaf persons, but also of their full potentialities as workers. What has been called the "brush and basket complex" in regard to their capacities is giving way to a selective programme aimed at furthering the integration of blind and deaf persons into more varied and more normal industrial and social life. This tendency is evidenced by the fact that increasing numbers of blind persons are being employed in industrial work, much of it highly skilled or technical. To advance this same policy, the United States organised a training course for State supervisors of vending stands and other commercial enterprises in which blind men are employed, and a course for the training of industrial placement agents, followed chiefly by blind students, has been started; a special school for instructors of blind persons has been established in the Argentine Republic, and in Great Britain a number of blind persons are being placed in employment by the Disablement Rehabilitation Officers of the employment exchanges, in co-operation with the special associations for the blind.

Another interesting development is the tendency for the State to exercise greater supervision over rehabilitation programmes for the blind and deaf. This may be partly the result of the more scientific and broader approach to the training and employment of blind and deaf persons. Their vocational training and placement is far more varied now that the range of their employment is becoming so extensive; and their rehabilitation has to be linked far more closely with the services provided for all disabled persons; specialised agencies are therefore not enough. Moreover, State grants are more common to facilitate the wider programme for blind and deaf persons, and the State in return conditions its subsidy on specified standards of service which must be provided by private institutions catering for the blind or deaf. Frequently, the State itself organises and operates facilities for the blind or deaf to supplement those of the specialised voluntary organisations. In addition, now that larger numbers of the blind or deaf are being placed in ordinary employment, they are capable of and expected to become adjusted to normal life and surroundings. The role of the institution, therefore, is no longer confined to protecting the blind or deaf worker from the special difficulties that would be likely to overcome him in the outside world, but the task becomes one of guiding and assisting him into the right occupation, in which, after training, he may be a fully efficient worker.

There is still a need in most countries for greater co-operation among all the agencies concerned with the training and employment of these groups of the disabled, as is the case for all disabled persons. The tendency is for the State to act as a general co-ordinator. In many countries, moreover, the State is responsible

for supervising rehabilitation programmes for the blind and deaf to ensure that their needs are met adequately and that the programmes are directed towards developing their employability. For the State, this is not only a matter of public economy but also a carrying out of its responsibility for seeing to it that the blind and deaf, along with other citizens, are able to lead as full and as productive lives as possible, with due appreciation of their aptitudes and abilities.

APPENDIX III

EMPLOYMENT AND TRAINING OF THE TUBERCULOUS IN INDUSTRY IN THE SOVIET UNION

The war has aggravated the problems of the rehabilitation and resettlement of tuberculous persons. Not only have war conditions increased the number of persons with tuberculosis in many countries, but the war manpower shortage appears to have brought many tuberculous persons into unsuitable employment. General public interest in the problems of their vocational re-establishment has been growing and a wider measure of public responsibility in their solution is noticeable.

Rehabilitation schemes for the tuberculous differ considerably, however, from one country to another. In Great Britain and in the Union of South Africa interest centres around the village settlement or colony, either for permanent residence or for prolonged or semi-permanent settlement, while in the United States, there has been some experimentation with sheltered workshops. In the U.S.S.R., while there is appreciation of the value of village settlement, the main concentration seems to be on large-scale rehabilitation of the tuberculous in and around the normal sites of industry, mainly by special arrangements in existing factories and to some extent also by separate workshop units. By these means, the Soviet Union hopes to be able to provide suitable and safe re-employment for all tuberculous persons needing it, whether they are convalescent and non-infective, or chronic, still active and often infective cases.

A most interesting article on the experience of the Soviet Union in the re-employment of the tuberculous in industry appeared in the *British Medical Journal* of 20 November 1943, written by a special correspondent. In view of the particular interest of the question and of the views presented, this article is reproduced below.

Recent numbers of the journal *Problemy Tuberkuloza*, Moscow, provide interesting information on Russian experience of collective arrangements for employing the tuberculous, or those in whom the disease is quiescent, in industry.

Provision of modified working conditions in ordinary industry seems to have been sporadic until about 1936-37, when more systematic arrangements were made through instructions from the People's Commissariat for Health of the Central Council of Trades Unions (which is responsible for much of the factory welfare services). N. E. Vredenskaya of the Central Tuberculosis Institute gives a critical survey of such arrangements in 25 large factories (including the now famous Barricades Factory of Stalingrad) with an aggregate population of 250,000 and 1,500 tuberculous employees (1938, No. 6). (Over half of the latter had a positive sputum, a proportion probably higher than in comparable industrial populations in this country, even in wartime.) There was considerable variation in the arrangements from one factory to another, but the following were some of the desirable features: preliminary survey of the tuberculous persons employed

and of their working conditions; accurate clinical and social records of those requiring modified work; education of and explanation to the mass of the workers; special factory committees with executive powers, representing the management, the tuberculosis dispensary, medical officers, the shop stewards, and the social insurance fund, to plan and control suitable work arrangements; and close co-operation between the tuberculosis dispensary and the administration, health centre, and T.U. organisations of the factory.

The arrangements might provide that the tuberculous person continued in the same occupation, but the pace or strain of the work was reduced—*e.g.*, fewer benches, part-time work, no night work, more frequent rest pauses, special rest rooms, extra food from the canteen, etc.—or the occupation might be altered with or without similar amelioration; in the case of part-time workers, any loss in earnings was made up from the Social Insurance Fund. Stress was laid on keeping the skilled worker in a skilled job and, if possible, in his own industry; indeed, it was laid down that in selecting workers who were to be retained when personnel was reduced preference should be given to the tuberculous. Retraining for new jobs took place sometimes at sanatoria, but generally in special centres within the factory by instructors provided by the management. Trainees received allowances, and, where necessary, were accommodated at “night sanatoria” (well-known Soviet institutions). The author concludes that these enterprises show great promise, but are only in an early stage of development, a number of difficulties remaining to be hammered out.

THE “PROPHYLACTIC WORKSHOP”

One of the methods most favoured in the Soviet Union whereby tuberculous workers can be employed, and one capable of catering for relatively large numbers, including selected infective cases, is the special shop or section within a large factory. An example, which was started in 1938 in the Hammer and Sickle Works in Kharkov, is described in some detail by Y.M. Gaft and A. A. Kalinin of the Ukrainian Institute for Study of Tuberculosis (1940, Nos. 2 and 3). First a survey was made of the clinical state, working and living conditions, productive efficiency and earnings, records of temporary absence from work, etc., of all the known tuberculous persons in the factory. A special committee, composed as already mentioned, then interviewed each individual. The work of about one third of them required adjustment owing to its unsuitable nature (*e.g.*, hot foundry work), hours, or shifts. Some of these people were transferred to more suitable jobs in other parts of the works, if necessary after training, and individual arrangements were made also for highly specialised workers drawing high wages.

In all, 56 persons were transferred collectively to the “prophylactic workshop”, including those with effective A.P., fibro-caseous disease, and other types; nearly half of them had positive sputum. The workshop served as an independent production unit, making locks, spanners, hinges, etc., and the occupations included those of fitter, turner, and so forth. The workers were kept under supervision by the works medical officer in consultation with the local tuberculosis officer. There were no night shifts, and the working day was reduced and rest pauses lengthened as necessary. Extra food was supplied and infective persons ate at a special canteen. In certain cases the worker slept at the night sanatorium; in others a period away at an ordinary sanatorium might be prescribed. Of the 56 cases studied over $2\frac{1}{2}$ years, 13 improved sufficiently to be transferred to normal sections of the works, 24 were still retained in the “prophylactic shop” at the time of reporting, 13 had deteriorated and been invalidated,

and 6 had left for personal reasons. A considerable number of those who originally had a positive sputum ceased to expectorate bacilli.

The majority of workers in the special shop showed also subjective improvement; production was satisfactory, and some of them even exceeded their quota. There was less temporary absence than before they were transferred to the special shop. The authors conclude that the "prophylactic shop" has a definite place in the management of tuberculosis in industry. With correct choice of cases and with adequate individual medical care the favourable conditions are beneficial to the course of the disease and help to preserve working capacity, though deterioration in unfavourable types cannot be averted.

Special workshops for the tuberculous may also be units independent of existing factories, and P. B. Torkanovsky describes one of these (1940, No. 2) which employed 200 workers making furniture nails, cardboard, and knitted goods. This undertaking was self-supporting, though the author recommends subsidies from the insurance funds for establishments of the kind. In such shops, owing to the wide selection of patients necessary if they are to cater for large numbers, an absence rate of as much as 30 per cent. must be expected; the absences are mainly of persons in whom exacerbation has occurred and those passing a period in a sanatorium.

RETRAINING THE TUBERCULOUS

The retraining of tuberculous persons for new industrial occupations is of major importance in schemes of rehabilitation, and, as already mentioned, this has been considerably developed recently at centres within the large factories. In a further paper (1940, No. 10) Vredenskaya gives some of the advantages of this system—namely, affected persons are retained in their own industry, equipment and instructors can be obtained, and it is comparatively easy to place the worker in a job when trained, and to do so in consultation with the tuberculosis officer who has supervised his medical and social requirements during retraining. Workers are also retrained at special workshops connected with tuberculosis dispensaries or with residential sanatoria ("prophylactic work centres"), and this system is described by P. P. Pekar and D. K. Kuryachaya (1940, No. 11) and by Y. E. Berenson (1941, No. 2).

The findings of these authors may be summarised as follows: the aim of retraining should be to maintain if not to increase the earning power of the affected worker; tuberculous persons should be retrained who are engaged in work at high temperatures or in dusty occupations, in work involving heavy physical exertion, work in the food industry or in contact with children, or who are exposed to toxic hazards or to rapidly changing weather conditions; manual occupations suitable for trainees include those of turner, fitter, electrician, knitting and sewing machines, etc.; persons with an unfavourable prognosis should be excluded from retraining schemes, the most suitable cases being those with satisfactory lung collapse or with limited productive lesions; courses of retraining usually have to last 6, 8 or even 12 months.

The enormous transferences of heavy industry since the war have necessitated many adjustments in the Soviet rehabilitation programmes. To make up for inability to use many residential sanatoria, the number of night sanatoria has been increased, and, to supplement these, there is an extensive network of "day sanatoria", most of which are near large factories and are proving of assistance in the rehabilitation problem. Those employees who are thought by the tuberculosis dispensary to require special care can eat and rest at the sanatorium during their midday break, while part-time workers can spend their off-time there (*Soviet War News* (London), 1943, No. 534).

APPENDIX IV

NOTE ON VOCATIONAL REHABILITATION OF DISABLED WAR VETERANS IN NAZI GERMANY

The Third Reich gave considerable attention to the problems of the rehabilitation of disabled veterans for employment in industrial life. Since some of this work retains a general interest following the defeat of Germany, this note presents a short summary of what has been accomplished and by what methods.¹

The task was divided into three phases: vocational guidance, training or retraining, and placement. Moreover, special measures were adopted to ensure the protection of the disabled veteran against adverse economic conditions after his placement in an occupation. The rehabilitation programme was under the joint supervision of the army, the Reich Ministry of Labour, and the central and local welfare offices. The army, however, had organised a service of special welfare offices, and through them exercised final control over the execution of the whole plan.

VOCATIONAL GUIDANCE

In 1940, the army and the Reich Ministry of Labour concluded an agreement by which the Ministry of Labour was to supply vocational advisers to help disabled ex-servicemen in the choice of a position whenever any doubts existed as to their ability to resume their former occupations. Whenever possible, men with outstanding experience in the field of vocational guidance who were veterans of the First or Second World War were selected for this task. The first interview between the vocational adviser and the wounded man took place before the latter was able to undergo training, and the examination was very thorough. It was carried out with the collaboration of medical officers and included both medical and psychological tests, in order to determine what type of work would be most suitable in view of the man's disablement and his tastes and former experience. The results of the interview were then put down in writing and kept in a special file for future reference, but no irrevocable decision was taken and changes could still be made according to the man's personal desires.

So far as possible, the general policy was to direct the disabled soldier to his former occupation or to one related to it, because previous experience at a trade was considered an invaluable asset. Moreover, readjustment difficulties were considerably less when the man could go back to his former environment. Therefore, it was only in exceptional cases and when unavoidable that a disabled

¹ This information is drawn largely from the *Reichsarbeitsblatt*, organ of the Reich Ministry of Labour, supplemented by articles in the German press.

veteran was advised to enter or prepare for an entirely new occupation.

TRAINING AND RETRAINING

Thanks to the large-scale retraining scheme of the army and the German Labour Front, it was possible to retrain all disabled servicemen in a trade suited to their abilities. This phase of the rehabilitation programme was divided into two parts. During the first, the disabled man was taught to overcome the physical handicap imposed upon him by his disablement, so as to restore his self-confidence, and during the second, he was taught a trade.

The first part of the programme was largely one of physical reconditioning. Organised recreation was one method frequently used. The disabled veteran proceeded through a course of easy exercises to sports proper, and thence to participation in competitions under the guidance of experts. A return to a sense of normality was hastened by this means. Another method of helping the disabled back to normal life was instruction in dancing. It was proved that the recovery of poise of body had excellent psychological effects.

Most of the retraining was carried out within industrial undertakings. The methods of retraining were carefully worked out, and efforts were made to relate the training closely to the specific work to be done after training. Disabled craftsmen who had not finished their apprenticeship were first given the opportunity to do so under a special contract issued by the Reich Ministry of Economics. If apprenticeship had been completed, but a physical defect prevented return to the former craft, the man was retrained for another craft in a suitable workshop where necessary auxiliary tools and machinery were provided. For instance, there was an experimental workshop near Berlin where special devices and tools had been developed for people with one hand or no hands.

Following the policy noted above, men were encouraged to return to their former work and those who could not do so were trained for work in related occupations whenever possible. In 1944, it was reported that only 15 per cent. of all war-disabled men had to be trained for a different occupation from their former one. More than 60 per cent. had been able to return to their old places of work. Able men could be trained for higher posts in their former occupations (some 15 per cent. of those trained in 1941 received such training) or might attend a master craftsman's school and sit for the master craftsman's examination, and others, unable to continue practical work because of injury, might under certain conditions also take this examination. Many of these men developed qualities of leadership and were particularly useful in training apprentices.

The rehabilitation of disabled veterans was based on two distinct principles. First, those with the same kind of disability were trained together, so that the pace of achievement could be more uniform; and secondly, disabled persons worked in the company of able-bodied workers and were thus able to obtain the satisfaction of gradually performing their full share of work.

Many private undertakings retrained war-disabled persons at their own cost and had developed special schemes adapted to the peculiar requirements of these workers. Some industrialists drew up elaborate plans for this purpose. The *Reichsgruppe Industrie*, for instance, had organised a service of industrial experts who had intimate knowledge of conditions in industry, and could consequently supplement the information which the disabled man could obtain from the vocational advisers of the Reich Ministry of Labour. Then, a questionnaire was sent to the undertakings of the industry to find out which were willing to undertake the retraining of disabled soldiers, and a careful survey of jobs available and of their specific requirements was carried out. Prospective employers were instructed in the special problems they were likely to meet while training disabled men. Information was sought and obtained from homes for disabled men and from training institutions, to ascertain what occupations were most suitable for persons with certain types of disablement. This action laid the basis for the training of war veterans. Here as well, the policy was to place a man in his old job whenever possible, despite the fact that often the man, as a result of shock and of loss of self-confidence, had doubts about his ability to perform his old job. If the disablement was of a nature which precluded reinstatement or training in a related occupation, then training was given for an occupation which would give the man concerned a feeling of satisfaction and economic independence; jobs which held no future (doormen, night watchmen, messengers, etc.) were avoided wherever at all possible.

The German Craftsmen's Union also developed a scheme for the training or retraining of disabled craftsmen. A man who could do so returned to his old trade, but the Union also undertook the training of those who could not return to their old occupation or who had never been apprenticed to a trade before suffering their injury. In all cases, training was given on an individual basis. Since the Union grouped chiefly the heads of small or medium enterprises, and the men given training were expected to work on their own account, it was thought that the particular conditions and needs of each type of business would preclude group training. Great care was exercised in selecting an instructor. Efforts were made to find men who had known the vicissitudes of army life and would therefore understand the readjustment problems of the disabled trainees. As soon as training was completed, the men could take the journeyman's examination, and after another 3 or $3\frac{1}{2}$ years, a final examination.

Arrangements were made to enable disabled soldiers to continue their academic studies. Those who had qualified for the 7th form, or had obtained their final certificate of a junior high school with two foreign languages, or possessed a certificate of a special course for servicemen entitling them to sit for their matriculation examination, were eligible to take matriculation courses. The students must have been born in 1916 or later. The course did not exceed six months, with a week's break halfway through to enable students to review the subjects taught so far. A special syllabus was worked out for the subjects included in this course, and the method of teaching was determined by the principle that fundamental specialist

knowledge must be imparted and ability for research work promoted. Moreover, under the Langemarck Study Scheme of the Reich Students Directorate, another series of courses was begun to prepare disabled war veterans for university study. The courses lasted 18 months, and on their completion students were eligible for study at a university. Another opening in the professions was found in the field of social welfare. A special 12-month course was organised for servicemen, and particularly for war-disabled persons. It consisted of morning and afternoon lectures and theoretical work and was completed by 8 weeks' practical work. After a successful year of probation, the candidate received State recognition as a special welfare worker.

The State recognised that the fate of peasants who had been injured in the war was very hard, and it attempted to find new fields of activity in their vocation for these men. All war-disabled peasants were therefore encouraged to take part in special retraining courses organised for them. Since, however, most war-disabled veterans were physically unable to take part in active farming work, openings were found for them in the Reich Food Estate and its organisation.

PLACEMENT

The task of placing disabled veterans in civilian life was performed under army auspices, but in collaboration with the employment service network. The army was kept informed of all job openings suitable for disabled persons, and these openings were brought to the attention of the vocational advisers. The latter were responsible for allotting the positions to the veterans in accordance with their special aptitudes, and served as intermediaries between the army welfare officers and the employment offices. Whenever possible, placements were decided in advance and interviews were arranged between the men and their prospective employers even before training started. An attempt was also made to see that the disabled man found work near his home, so as to avoid creating large numbers of displaced workers and to enable him to be with his family. The close co-operation of the army authorities and the local employment offices was therefore necessary. In the case of seriously disabled men whose placement presented greater difficulties, the employment offices secured the collaboration of the welfare offices. These offices employed vocational advisers and psychiatrists who were specialised in the employment problems of seriously disabled persons. When a job vacancy suitable for a seriously disabled man could not be filled locally, it was notified to the regional employment office, while the local welfare offices contacted other welfare offices in the neighbourhood, and finally published vacancies in the national employment bulletin.

CONDITIONS OF WORK

Every effort was made to ensure that the disabled veteran who resumed his occupation received the same wage as before his injury. It was agreed that a disabled man ought to be maintained in his pre-war social class, and if it proved impossible to guarantee

to him a job in which he could earn as much as he did before his call-up, the State paid the difference. Moreover, war-disabled persons were allowed tax-free grants to cover additional expenses incurred because of their disablement. A certificate from an authorised doctor or other authority had to be submitted stating to what extent the person concerned was affected in earning his living. The tax-free allowance was entered on the wages tax form.

In accordance with the law of 12 January 1923, it was provided that every employer of more than 20 persons must give work to two severely disabled persons for every 100 persons he employed. In July 1944, however, as a result of total war measures, many enterprises closed down or reduced their operations. The Reich Minister of Labour therefore issued a decree entitling seriously disabled persons to remain in their former office or enterprise even if, on account of the call-up of workers, the legal minimum number of disabled persons to be employed was exceeded. In enterprises which were closed down, disabled persons were, so far as possible and where compatible with their former occupation, to be employed as caretakers.

Whenever seriously disabled persons had to be transferred, the central welfare offices saw to it that appropriate accommodation was provided. If the disabled person received lower wages in his new job, this had to be balanced by the various special allowances, which in these cases generally helped to maintain the standard of living, but if necessary, the central welfare offices made up for the reduced wages with grants of their own

APPENDIX V

EXAMPLES OF JOBS PERFORMED BY DISABLED PERSONS

CANADA

A Rehabilitation Officer of the Ontario Workmen's Compensation Board gives the following examples of work undertaken successfully by injured workmen rehabilitated under the provincial scheme¹:

- (a) A young steel rigger loses his left arm below the elbow. His firm would like to re-employ him, but does not know of any openings. On the suggestion of the Rehabilitation Department of the Workmen's Compensation Board, and with its assistance, he learns the job of stock-keeper. As he becomes more proficient in the use of his artificial arm, he qualifies as first-aid attendant.
- (b) A steam-shovel operator, with his right arm off above the elbow, had no desire but to return to his own trade, although his employers stated that a one-armed man could not possibly do the job. Arrangements were made to have an artificial limb constructed which had a special locking arrangement at the elbow. At the Clinic of the Workmen's Compensation Board, wooden levers were set up in exactly the same position as the levers in a shovel. After many days spent sitting there, manipulating these levers and getting used to the feel of them, the man returned to his old job and is carrying on with no loss of earnings.
- (c) A one-legged miner has become an assayer.
- (d) A truck driver with an injured spine has become a welder.
- (e) A silicotic has become a machinist.
- (f) A boy with the fingers of his left hand amputated was assisted to complete a course in draughting and is now employed at this work.

The Supervisor of Special Placements Operations of the Dominion Unemployment Insurance Commission suggests that the following points illustrate some of the considerations which must be kept in mind in placing handicapped workers²:

- (a) Epileptics can sometimes be placed in pairs, so that one can help the other during attacks.
- (b) Leg amputations can be fitted into widely varying types of jobs depending on whether the amputation is above or below the knee.
- (c) Arrested tuberculosis cases have different degrees of work tolerance; that is, some can work longer hours than others.

¹J. CAMPBELL: "Rehabilitation of Injured Workmen in Ontario", in *Public Affairs*, Mar. 1944, Vol. VII, No. 2, pp. 83-87.

²H. C. HUDSON: "New Hope for the Disabled", in *Canadian Welfare*, 15 Jan. 1945, pp. 21-22.

- (d) You don't act on the assumption that a man who is hard of hearing can necessarily be given a job in a boiler shop because he can't hear the noise. Perhaps he can *feel* it, depending on the nature of his deafness.

GREAT BRITAIN

The following examples of work being done by disabled persons are selected from a variety of sources:

- (a) Certain disabled R.A.F. aircrew members are working in factories engaged in making aircraft components. This employment has been arranged in co-operation with the Ministry of Aircraft Production. Many of these men are suffering from the effects of severe burns and disfiguring injuries, and they are provided with useful work as much for the psychological effect on them as for the physical effect of helping them to use limbs and muscles which have been affected by injuries.¹
- (b) Watch and clock repairing, precision instrument fitting and making, and radio testing and repairs involve bench work of a light nature which can be undertaken even by those having serious limitation of movement in the lower limbs. Moreover, they have been found by experience to provide an excellent foundation for a wide variety of trades and occupations. Telephone switchboard operating and typing are two other lines often successfully combined. A woman trainee who has lost both her hands is now in employment of this kind, the fingers she types with having been made at the Queen Elizabeth's Training College for the Disabled.²
- (c) Further examples include the following placements of disabled persons:
 1. Right hand and left leg amputated: machine tool making.
 2. Arm amputated: cellulose spraying.
 3. Left leg and left arm amputated: arc welding.
 4. Both hands amputated: machine drawing.
 5. Dislocation of both hips: watch repairing.
 6. Both feet disabled: machine drawing.
 7. Both hands amputated: telephone operator and typist.
 8. Arthritis, right leg: instrument fitting.
 9. Tuberculous spine: cooking.
 10. Amputated leg: working a sewing power machine.³
 11. Cripple from paralysis from birth: light assembly work at optical works near his home.⁴
- (d) The *Production and Engineering Bulletin* includes an account of the way in which a man, who has lost both legs, was able to overcome his disability. This man was engaged by a firm of engravers, although he had no experience of the work, and lack of ability to move about freely appeared to present a problem. But the head of the firm designed a special chair, which was very narrow and bench high, and a firm of invalid-chair builders made it. The man, who has now been at work for several months, can move easily between benches and machines; he proved to be an apt pupil and is very happy.⁵ The *Bulletin* also reports a speech made by the Commissioner of Medical

¹ *Trade and Engineering*, Jan. 1944, p. 33.

² Account of work of Queen Elizabeth's Training College for the Disabled at Leatherhead, Surrey, and St. Loyes College for the Training and Rehabilitation of the Disabled, Exeter, Devon, p. 6.

³ *Ibid.*, p. 9.

⁴ *Production and Engineering Bulletin*, Feb.-Mar. 1945, p. 73.

⁵ *Idem*, July 1945, p. 288.

Services for the Ministry of Pensions in which he cited the case of a merchant seaman who had been exposed in an open boat in the north Atlantic for 13 days; frost bite had developed which necessitated the amputation of both legs below the knee and some fingers. The seaman was fitted with limbs, taught to walk, and then passed by the Ministry of Labour and National Service. They trained him at a Government Training Centre and placed him as a capstan operator. He is now working regularly, is one of the best walkers among the limbless, has a partially-mutilated hand appliance, a pension of £2 a week for life, and most important, his work. "Some credit, I take it, goes to the Ministries concerned, but most, I feel, goes to the employer who gave the man the job."¹

NEW ZEALAND

Examples of successful re-establishment:

- (a) Returned soldiers with one leg amputated: radio announcer, and radio copy-writer.²
- (b) Ex-servicemen absorbed into industry in the following occupations after training with Disabled Servicemen's Re-establishment League:

boot-repairer	leather worker	shop manager
cabinet maker	labourer	splint-maker
carpenter	messenger	storeman
clerk	painter	tool-sharpener ³
french polisher	plasterer	

UNITED STATES

- (a) Medical specialists of the U.S. Civil Service Commission have prepared an *Operations Manual for Placement of the Physically Handicapped*.⁴ The *Manual*, which contains an analysis of some 3,000 jobs in 162 Government plants and in private firms holding Government contracts, includes lists of positions suitable for persons with orthopaedic handicaps, vision defects, hearing defects, chronic diseases, and miscellaneous disabilities. To illustrate its make-up, the positions suitable for persons with orthopaedic handicaps are listed under the following classifications: amputation of arm, hand, fingers, leg, legs, foot, feet, and disability or deformity of hip or shoulder, arm, hand, fingers, leg, legs, foot, feet, back.

On the basis of its experience, the U.S. Civil Service Commission reports that workers with limited or no hearing are preferred by many employers for noisy jobs.⁵ Examples: boilermaker, riveter, welder, chipper, press operator, and office-machine operator. Many are good at clerical duties. Others have corrected their loss of hearing with modern hearing aids and are no more conscious of the fact that they are using an aid than they would be if they were wearing glasses.

Persons with disabilities of one or both upper extremities, especially when wearing modern artificial appliances, work efficiently as welders, as spray painters, and in many other jobs in production departments. Others are profitably used as inspectors, storekeepers, clerical workers, etc.

¹ *Production and Engineering Bulletin*, June 1945, p. 204.

² "Rehabilitation Plans", in *The Press* (New Zealand), 3 Dec. 1942.

³ *Report of the Rehabilitation Board for the Year Ended 31 March 1944*, p. 42.

⁴ U.S. CIVIL SERVICE COMMISSION: *Operations Manual for Placement of the Physically Handicapped*, 3rd edition (June 1944).

⁵ U.S. CIVIL SERVICE COMMISSION: *Untapped Manpower* (Nov. 1943).

Workers with deformities of the spine are successfully employed in a wide variety of work in which no heavy lifting is required.

Persons with arrested tuberculosis are suitably employed in any number of positions calling for light, moderate and semi-arduous duties, provided the environment is favourable (absence of fumes, dusts, extreme temperature changes, etc.).

Organic heart cases, fully compensated, frequently excel in positions involving desk or bench duty, in machine-shop positions, and in drafting positions. While most of the jobs mentioned are in the clerical group and in the mechanical and skilled-trades groups (especially the latter), many persons with handicaps are doing outstanding work in technical, scientific and professional positions.

- (b) The Office of Vocational Rehabilitation of the Federal Security Agency has issued a number of analyses of the occupations into which persons with specified disabilities have been successfully placed after rehabilitation.¹ Examples quoted in the Annual Report for the fiscal year 1944 include:

A lad using a prosthetic appliance in place of a right hand does skilled mechanical drawing.

Two youngsters discharged from the merchant marine following spinal meningitis are apprentices of the printing trade in the plant of a Southern newspaper.

Negro boy operates his own shoe-repair shop from a wheel chair.

Blind men burr and assemble parts for aeroplanes, others are riveters and spot welders.

Man with artificial limb keeps the watches of a great railroad on the minute.

A young woman lamed by infantile paralysis is an efficient laboratory technician.

A man with arrested tuberculosis is a fluoroscopic operator for a public health department.²

- (c) Miscellaneous examples of jobs being done by persons with special disabilities, drawn from a variety of official sources, are given below:

A man with a bad heart found his place as a production checker, a job which requires very little movement.³

An armless man is employed as a telephone switchboard operator at a large Government hospital.⁴

A footless man is a truck driver at an army base.⁴

A one-armed auto mechanic (tire changer), is employed in the motor pool in the quartermaster department at a port of embarkation.⁴

The case of a young man whose back and knee had been injured in an industrial accident was called to the attention of the Pennsylvania Bureau of Rehabilitation. An investigation proved that he was mechanically inclined,

¹ For example, an analysis of tuberculous cases rehabilitated in 1939-40 was made, in which the jobs of persons rehabilitated were listed under the following general headings:

- Professional (dentist, doctor, etc.)
- Semi-professional or technical (aeroplane pilot, amusement workers, etc.)
- Trade (contractor, proprietor of gas station, etc.)
- Clerical (attendant, accountant, bookkeeper, cashier, etc.)
- Public service (policeman, seaman, etc.)
- Inspector or foreman (building foreman, auto inspector, etc.)
- Skilled or semi-skilled (building maintenance, carpenter, electrician, etc.)
- Personal service (barber, beautician, domestic servant, etc.)
- Agriculture or related work
- Unskilled (caretaker, handyman, janitor, etc.)

² FEDERAL SECURITY AGENCY, OFFICE OF VOCATIONAL REHABILITATION: *Annual Report of the Fiscal Year 1944*.

³ "Clinics for the Handicapped", in *Manpower Review*, Jan. 1943, p. 13.

⁴ Dr. V. K. HARVEY, Medical Director, U.S. Civil Service Commission: Address given before the National Safety Congress at Chicago, 6 Oct. 1943, pp. 3-4.

and, at the first opportunity, he was placed in an aeronautics school where he was given a complete course in aeroplane mechanics. He is now employed in an aeroplane factory, likes his work, and is able to contribute to the maintenance of his parents.¹

A man was struck by an automobile several years ago. Having a wife and three small children, and although not well, he made continued efforts to earn a livelihood at his regular employment. However, his disability grew worse steadily and eventually a bone disease developed. When the man had recovered sufficiently from his injury, the Bureau of Rehabilitation provided him with a course in machine shop practice. He completed the course, obtained a position as a machinist in a steel plant, and takes his rightful place in economic life.¹

A boy in a small village graduated from high school but was unable to secure employment because his left leg was paralysed. The Bureau of Rehabilitation came to the rescue, provided him with a course in aeroplane mechanics, and finally had him placed in a position in the aeroplane plant.¹

(d) Jobs in which some handicapped persons have been established:

Worker with one eye: automatic screw machine worker.

Worker with crippled hands: internal grinder operator.

Man with hip disability: operates buffing and polishing machine,

Older man with ear drums ruptured, left one rather badly: super-finisher operator.

One leg: external grinder operator.

Two crippled legs: bench inspector.

One arm crippled so he can only raise it waist-high: operates a big turret lathe.

Boy with one hand dwarfed to half normal size: engine assembly line, which requires fastening nuts in a very small space. This defect actually enables boy to attach these nuts at about twice the speed at which a normal worker could operate.

One arm: welder (has special welding electrode which screws into the socket of his artificial arm)².

Persons of tiny stature have been found extremely useful in aircraft plants to do final riveting work in the tight corners of wings and fuselages. Such workers have also been used in plants manufacturing self-sealing bullet-proof gasoline tanks, where they put on finishing touches and inspect the work from the inside of the tanks.³

(e) Data from three Cleveland companies suggest the following matching of handicaps with jobs⁴:

Auto mechanic	— Weak condition*
Cold roll man	— One eye
Gateman	— Poor vision*
Guard	— Army injury*
Guard	— Nervousness*
Guard	— One eye
Labourer	— Sinus
Labourer	— Nervousness*
Labourer	— Spinal curvature*

¹ *Pennsylvania Labor and Industry Review*, Apr. 1941, p. 53.

² "Handicapped Man Entire Unit", in *Manpower Review*, Jan. 1943, pp. 14-15.

³ *Monthly Labor Review*, Sept. 1943.

⁴ *Factory Management and Maintenance*, Feb. 1944.

Machine operator	— Poor eyes*
Machine operator	— Fallen arches*
Machine operator	— Arthritis*
Machine operator	— Head injury
Machine operator	— Fractured skull*
Machine operator	— Stomach ulcers*
Machine operator	— Nervousness*
Machinist	— Hand injury
Machinist	— One eye
Machinist	— Hernia
Oiler	— Hernia*
Routine tester	— Eye injury
Sweeper	— Injured back
Sweeper	— Hip injury*
Time checker	— Heart condition
Tool crib man	— Foot injury
Truck driver	— Foot injury*
Window washer	— Hernia
Window washer	— Nervousness*
Drill and arbor press operator	— Crippled condition

*Veteran.

- (f) A few examples of physical handicaps and jobs into which the disabled persons have been placed¹:

Sweeper	— Organic disturbances: deaf 1 ear; slight heart condition; paralysis
Turning and grinding	— Paralysis; deaf mutes
Loader-shipping	— Hunchback
Medart-bar mill and bar pickle	— Nervous condition
Recorder-shipping	— Paralysis
Truck driver	— Loss 1 hand
Labourer, wire preparation	— Loss 1 leg
Draw-bench operator furnace	— Fingers off 1 hand
Machine shop	— Loss 1 eye
Bar mill inspection	— Deaf mutes

- (g) The National Association of Manufacturers suggested the following as examples of jobs successfully done by persons with specified disabilities²:

Persons with amputation of one arm:

Electrician and inspector	Machine operator
Master mechanic	Stockman, storekeeper
Foreman	Watchman, guard, policeman
Clerical checker	General inspector

Persons with amputation of one leg:

Grinder and polisher	Punch machine operator
Ordnance man	Planer machine operator
Toolmaker	Machinist, many types

¹ House of Representatives Committee on Labour Subcommittee to Investigate Aid to the Physically Handicapped (*Hearings*, 17-18 Oct. 1944), p. 707.

² NATIONAL ASSOCIATION OF MANUFACTURERS: *Industrial Relations Bulletin*, Supplement No. 45, Dec. 1942.

Welder, gas and electric	Patternmaker
Cutter	Carpenter shop
General inspector	Foreman
Draftsman and apprentice	

Persons blind in one or impaired activity in both eyes:

Pipe fitter shop	Blacksmith
Rope maker	Inspector
Shipfitter	Chipper foundry
Toolmaker	Coppersmith

Some positions suitable for the deaf:

Blacksmith	Draftsman, apprentice and principal
Boilermaker shop	Grinder, surface, internal, dish and cylindrical
Forger, light, heavy and drop	Welder, gas and electric
Furnaceman	Optical parts inspector
Loftsman	Toolmaker
Sheetmetal worker shop	Sheetmetal worker
Spot welder	Machine operator
Shipfitter	Polisher
Riveter	Set-up man
Punch machine operator	Carpenter
Drill press operator	
Patternmaker	

Persons with organic heart diseases fully compensated:

Ordnance man	Optical instrument assembler and finisher
Welder, gas or electric shops	
Inspector	Painter
Layout man	Sheetmetal worker
Draftsman	Welder, gas
Glass grinder and polisher	Storekeeper, stockman
Operator, power sewing machines	Instrument maker

Persons with history of tuberculosis:

Carpenter	Machinist
Loftsman	Electrician
Shearer	Optical instrument maker and assembler
Sheetmetal worker	
Layout man	Toolmaker
Watchman	

APPENDIX VI

IDENTIFICATION PROCEDURE

A. REGISTRATION OF DISABLED PERSONS IN GREAT BRITAIN¹

Provisions for Enabling Registered Disabled Persons to Obtain Employment or to Undertake Work on Their Own Account

6. *Register of disabled persons.* (1) The Minister shall establish and maintain a register of disabled persons (in this Act referred to as "the register").

(2) The register shall be kept in such form, and entries therein, and alterations and removals of entries therein and therefrom, shall be made in such manner, as the Minister may determine.

(3) A person whose name is for the time being in the register is in this Act referred to as a "person registered as handicapped by disablement".

(4) The Minister may make regulations prescribing the manner in which the fact that a person's name is for the time being in the register may be proved, including, without prejudice to the generality of this power, regulations as to the issue of certificates for that purpose and as to the custody, use and delivery up thereof.

7. *Entry of names of disabled persons in the register.* (1) The Minister may make regulations prescribing matters which are to constitute conditions of, or disqualifications from, the entry in the register of the names of any persons, either generally or in particular circumstances.

The matters which may be prescribed under this subsection shall be such as must in the opinion of the Minister be so prescribed in order to secure that the fact that a person's name is in the register will afford reasonable assurance of his being a person capable of entering into and keeping employment, or of undertaking work on his own account, under the conditions under which in accordance with the provisions of this Act employment may be offered to him or such work may be available for him, and the said matters shall, without prejudice to the generality of this provision, include:

- (a) the fact that a person is under a prescribed age;
- (b) unreasonable refusal or failure to attend a vocational training or industrial rehabilitation course;
- (c) except in the case of a person who has served whole-time in the armed forces of the Crown, in the merchant navy or the mercantile marine, or in any of the capacities mentioned in the First Schedule to this Act, the fact that a person is not ordinarily resident in Great Britain;
- (d) habitual bad character.

¹ Extract from the Disabled Persons (Employment) Act, 1944 (I.L.O.: *Legislative Series*, 1944, G.B.7).

(2) A person who desires his name to be entered in the register shall make application to the Minister in that behalf in the prescribed manner, and, on an application in that behalf being duly made—

- (a) if the Minister is satisfied that the applicant is a disabled person and that his disablement is likely to continue for six months or more from the time of the entry of his name in the register, that any prescribed condition as to the entry of names in the register applicable to him is satisfied and that he is not subject to any prescribed disqualification in that behalf, his name shall be entered in the register;
- (b) in any other case, the Minister shall refer the application to a district advisory committee for their recommendations on the issue as to which he is not satisfied and after considering their recommendations shall determine it, and if he determines it in favour of the applicant his name shall be entered in the register:

Provided that a person being a 1914-1918 disablement pensioner shall be treated for the purposes of this subsection as a disabled person and as one whose disablement is likely to continue for six months or more from the time of the entry of his name in the register, and the name of such a person may be entered in the register without his making any application in that behalf.

(3) In this Act the expression "1914-18 disablement pensioner" means a person in receipt of, or entitled to receive—

- (a) under any Royal Warrant, Order in Council, Order or Scheme administered by the Minister of Pensions and relating to the retired pay or pensions of officers, seamen, marines, soldiers or airmen or other persons disabled within the meaning of that Warrant or other instrument in consequence of any war carried on as mentioned in section two of the War Pensions Act, 1920¹, retired pay or a pension in respect of his disablement within the meaning of that instrument, or an allowance granted to him in lieu of such retired pay or of such a pension by reason of his undergoing any special course of medical treatment or undergoing treatment in an institution or receiving training in a technical institution or otherwise; or
- (b) under any Government war obligation within the meaning of the Government War Obligations Acts, 1914 to 1919, any payment for compensation in respect of his having been injured on any merchant ship or fishing vessel.

(4) If any question arises in giving effect to the provisions of this Act whether a person is in receipt of, or entitled to receive, as aforesaid any such retired pay, pension or allowance, as is mentioned in paragraph (a) of the last preceding subsection, or any such payment for compensation as is mentioned in paragraph (b) thereof, the Minister shall cause the question to be referred for determination, if it arises under the said paragraph (a), by the Minister of Pensions, or, if it arises under the said paragraph (b),

¹ 10 and 11 Geo. 5, Ch. 23.

by the Minister of War Transport, and his determination shall be conclusive for the purposes of those provisions.

8. *Duration of registration, and subsequent applications for registration.* (1) Subject to the provisions of the two next succeeding subsections, when the name of a person has been entered in the register it shall be retained therein—

- (a) in the case of any person other than a 1914-18 disablement pensioner, until the expiration of such period as may be specified by the Minister at the time of the entry as the time for which his name is to be retained therein without further application (or until his death during that period),
- (b) in the case of such a pensioner, so long as he continues to be such,

and no longer.

(2) The Minister may make regulations prescribing matters which are to constitute conditions of, or disqualifications from, the retention in the register of the names of any persons, either generally or in particular circumstances.

The provisions of subsection (1) of the last preceding section as to the matters which may by prescribed thereunder shall have effect as respects the matters which may be prescribed under this subsection.

(3) If at any time whilst the name of any person is retained in the register the Minister is satisfied, after referring the matter to a district advisory committee for their recommendations and considering their recommendations, that any prescribed condition as to the retention of names in the register applicable to that person is not satisfied or that he is subject to any prescribed disqualification in that behalf, his name shall be removed from the register.

(4) The Minister may by regulations make provision—

- (a) for authorising the making of applications under the last preceding section by persons whose names are for the time being in the register, but the period of whose registration is due shortly to expire; and
- (b) for the temporary retention in the register of the names of persons who, having been 1914-18 disablement pensioners, cease to be such, with a view to enabling any such person to make, if he so desires, an application as mentioned in the preceding paragraph;

and any entry to be made in the register pursuant to an application authorised under this subsection shall be made when the Minister's determination on the application is given, in substitution (if the applicant's name then remains in the register) for the existing entry.

(5) The Minister shall not be required to entertain an application under the last preceding section by a person whose name is not for the time being in the register by reason of any determination of the Minister under that section, or under subsection (3) of this section, unless he satisfies the Minister that circumstances relevant to that determination have changed since it was made.

B. UNITED STATES*Inter-Agency Agreements for Locating Disabled Workers
in Need of Rehabilitation**Summary of Agreements.*

Agreements have been made by the Office of Vocational Rehabilitation and other agencies whose activities affect the rehabilitation programme. These agreements are aimed at making arrangements for the referral to the State rehabilitation agencies of persons in need of rehabilitation, both in order to eliminate duplication of effort and conflict and to make possible an early identification of disabled persons who need vocational rehabilitation.

1. The agreement made with the Bureau of Public Assistance of the Social Security Board provides for the referral to the State Rehabilitation Agencies of cases which may be beneficiaries of the State Public Assistance Agencies. It outlines the referral procedures to be followed and delineates the responsibilities of the respective agencies in determining the need for financial assistance and providing the individual with the benefits to which he may be entitled. The principal objective of these working relationships is the restoration of such beneficiaries to a self-supporting basis just as soon as possible.

2. The Children's Bureau and the Office of Vocational Rehabilitation have agreed on the respective responsibilities of their constituent State agencies to crippled children under the age of 21. The State rehabilitation agencies were instructed to consider the availability of services from the State agencies for the crippled children before rendering the individual any benefits under the vocational rehabilitation programme. Co-operation was established to ensure maximum integration of services of the two agencies in meeting the immediate needs of crippled children and planning for their ultimate place in the normal labour market.

3. In co-operation with the Surgeon-General of the U.S. Public Health Service, a procedure was established for the referral of all disabled merchant seamen in need of vocational rehabilitation services to the State rehabilitation agencies. Disabled seamen are interviewed, prior to their discharge, by State rehabilitation personnel, so that plans for vocational rehabilitation can be formulated and in some cases be effected before the individual is discharged from a marine hospital or medical relief station. The individual then will step out of the hospital into a pre-arranged training programme or into suitable employment. In some cases, therapeutic treatment may be undertaken by the State rehabilitation agencies by providing the individual with simple work to occupy his mind and hands while he is still in the hospital. As a result of this experience, it is hoped that this same co-operative procedure will be established in all other public and private hospitals and clinics.

4. An agreement of the Office of Vocational Rehabilitation with the U.S. Public Health Service and the Bureau of Old-Age and Survivors' Insurance (both of which administer the War Civilian Security Program) provides for the referral of all persons enrolled as members of protective services, such as the Aircraft Warning Service, Civil Air Patrol, and U.S. Civilian Defense Corps, to the State rehabilitation agencies immediately after they file a claim for disability benefits with the field offices of the Bureau of Old-Age and Survivors' Insurance. Upon receipt of such written referral, the State rehabilitation agency determines the individual's eligibility, feasibility, and availability for rehabilitation. The individual's need for any rehabilitation services is, therefore, determined with a minimum loss of time.

5. The Port Medical Offices of the War Shipping Administration have agreed to refer to State rehabilitation agencies all disabled seamen who will never be able to return to sea and those who may require a temporary period of shore duty. These referrals are made in some cases while such individuals are convalescing at United Seamen's Service Rest Centers, which are operated in co-operation with the War Shipping Administration. To alleviate the acute manpower shortage facing the merchant marine, the individual is rehabilitated, wherever possible and when the individual so indicates, so that he may return to sea duty. In such cases, up-grading is attempted by providing the individual with the needed training to acquire the necessary skills.

6. Through another inter-agency agreement, the employment service and other facilities of the War Manpower Commission are co-ordinated with the rehabilitation services of the State rehabilitation agencies so that they can function as one unit in meeting the needs of the handicapped. Furthermore, the respective responsibilities of each agency are delineated so that duplication and conflict may be reduced to a minimum. Complete integration is envisioned by the two federal agencies. To encourage the regional, State and local agencies to work closely together, instruction memoranda have been sent out, outlining specific ways in which the respective agencies can make use of the other's accumulated wealth of knowledge and experience.

7. To ensure early referral of disabled civil employees of the United States (including temporary members of the Coast Guard Reserve and the women's auxiliary, entitled by law to the same benefits afforded to civil employees), arrangements have been made whereby the State rehabilitation agencies are notified by the U.S. Employees Compensation Commission as soon as the status of the individual's claim is determined. In applying this agreement, the Commission co-operates in making additional compensation available to individuals who may undertake rehabilitation, both as an incentive and in order to take care of his financial needs while undergoing vocational rehabilitation.

APPENDIX VII

VOCATIONAL GUIDANCE

A. CANADA

The sections on "Guidance for the Physically Handicapped" and "Testing Procedures" in the *Canadian Handbook on Special Placements* are reproduced below.

Guidance for the Physically Handicapped

Vocational guidance is necessary to the physically handicapped for the following reasons:

- (1) Many have no vocational experience;
- (2) Many will need adjustment to their former occupation;
- (3) Many will have to be prepared for and directed to new occupations.

The great majority of applicants mentioned above will need guidance as an aid to adjustment and, in addition, many will need their self-confidence restored.

Persons listed in (1) above closely resemble youths, in that they lack vocational background. Therefore, their problems will include the problems described in the sections of this *Handbook* dealing with guidance for youth as well as those associated with their own disabilities.

The guidance counsellor will increase the value of his advice by the use of information secured from physical demands analysis. He should bear in mind the following facts:

- (1) Counselling must be considered as an approach rather than an answer to a problem.
- (2) Counselling should awaken in the applicant a realisation of his capabilities, opportunities, and limitations.
- (3) It should provide a clarification of the immediate problem, revealing what adjustments are needed on the part of the applicant.
- (4) Counselling should inspire the applicant to search independently for further guidance by reading and observation. (Possible sources of information should be indicated.)

The officer in charge of vocational guidance for the handicapped who have no work experience will, wherever possible, direct such applicants to the training which must necessarily precede their referral to employment.

Lack of occupational experience will necessitate securing information regarding interests, hobbies, education, and aptitudes. Suitable tests should be administered and the results carefully analysed and interpreted. The problem then resolves itself into matching the man with the job.

Testing Procedures in the Special Placements Section

Psychological and aptitude tests furnish the guidance counsellor with valuable information. Being objective in character, they assist in an evaluation

of the relative strength of the applicant's characteristics. Of course, the most important part of the test is the interpretation of the results. These results, when added to all other data about the applicant, should form a pattern of his occupational potentialities.

From a functional point of view, psychological tests may be divided into three main types as follows:

- (1) Those which aim at some measurement of "general intelligence" or the general capacity to assimilate and handle, quickly and effectively, new forms of experience.
- (2) Those which measure special aptitudes or skills, such as various kinds of mechanical aptitudes or manual dexterity.
- (3) Those which show some aspect of the interests, personality, or temperament of the person being tested.

When administering tests the following rules should be observed:

- (1) Use only standardised tests.
- (2) Allow only trained persons to administer tests, and to interpret results.
- (3) Administer tests only when the person to be tested is at ease and under no emotional strain. He should be in condition to do his best work.
- (4) Relate test data to other pertinent data; do not let tests be the sole basis for judgment.
- (5) Regard as confidential all information secured by the administration of tests.

It is advisable that tests be administered only after the interests and occupational preferences of the person being tested have been determined. Their uses are as follows:

- (1) To discover whether the applicant may be expected to succeed in the occupation of his choice.
- (2) To ascertain whether the personal relationships within the occupation will prove to be congenial.
- (3) To develop an interest on the part of the applicant in doing the work which he likes best.
- (4) To direct a person's attention to fields of activity which he might otherwise have overlooked.

When the applicant's occupational preferences have been determined, the task becomes one of finding the correlation between his preferences and aptitudes.

This may be determined by the administration of suitable tests. The tests selected must measure the aptitudes consistent with his preferences as indicated by the profile developed from his expressed occupational preferences. Obviously, if the results coincide, or show a high correlation, the next phase of guidance procedure is the selection of the occupational field in which the tests predict the greatest possibility of success.

Special placements officers should be warned against regarding tests as an end; they are only a means to an end. Nor may the administering of tests be regarded as a hobby. Test scores are one of the many parts which make up the complete picture of the applicant's capabilities and preferences.

Special placements sections will use tests approved by Head Office. These tests will be distributed as soon as possible and will be accompanied by manuals of instruction and separate score or record sheets. Any necessary changes or revisions will be made by Head Office.

It should be borne in mind that the sole purpose of tests in the special placements sections of employment offices is to improve the type of selective placement of the problem cases which are referred to these sections.

B. UNITED STATES

Outline of Work Required of Vocational Counsellors

(Extract from Report of Federal Advisory Committee on Vocational Counselling)

Rehabilitation of the Handicapped.

Purpose: to give the vocational counsellor an understanding of the nature and variety of physical disabilities, their relationship to training and occupational placement and the techniques of counselling persons with physical disabilities. The vocational counsellor will ordinarily need to refer such cases to specially trained counsellors for counselling and placement.

Introduction: definition of handicapped; definition and development of rehabilitation work; general problems of the handicapped; physical, emotional, economic; size and importance of the problems of the handicapped; the civilian handicapped, the war casualties.

Agencies and organisations engaged in work of rehabilitation of the handicapped: federal—Veterans' Administration, U.S. Employment Service, Federal Security Agency, Army and Navy Services; State agencies, private agencies.

Use of auxiliary agencies in rehabilitation. Types and natures of handicaps: general classifications of handicaps; sensory, other physical, neurological, mental and psychiatric; brief consideration of specific disabilities, covering hearing and speech, orthopaedic handicaps, respiratory handicaps, cardiovascular handicaps, visual handicaps, various other physical handicaps, neurological disorders, mental and psychiatric handicaps and limitations.

Diagnosis of handicaps and abilities of the handicapped: medical and physical examinations: amount of knowledge necessary for occupational counsellors; psychological tests: selection of tests for the handicapped, special adaptations of tests for the handicapped, interpretation of tests of the handicapped.

Appraisal of handicaps: disability rating and evaluation: bases, procedures, forms; interpretation of disability evaluation in terms of occupational adjustment, both general and specific; physical capacities; appraisal of the handicapped individual in relation to jobs; interpretation of disability evaluation in terms of general social adjustment.

Application of counselling and case work techniques to the handicapped. Restoration of the handicapped: physical and surgical corrections and physical aids; physical and neurological re-education; physiotherapy; occupational therapy; psychotherapy and aids directed towards social adjustment.

Educational and vocational training of the handicapped—aims of training: new training, in the light of newly acquired handicaps; selection of proper training; special problems in the training of the handicapped.

Job analysis as applied to rehabilitation of the handicapped: special problems of job analysis for rehabilitation work; physical demands; analysis of jobs; job engineering; adjusting job and job equipment to the handicapped.

Selective placement of the handicapped occupationally: basic elements of successful placement; correlation between requirements of job and handicaps of individuals; relating physical requirements of the job to the physical capacities of the individual; employer problems in the placement of the handicapped:

employer acceptance of the handicapped, willingness to adapt machines, etc., to the handicapped, effect of workers' compensation and retirement regulations upon willingness to accept handicapped employees; preparing the handicapped applicant for employment and assistance in adjusting to the job situation; follow-up studies, evaluation of success and failure of handicaps on job; consideration of the handicapped person unable to compete in the labour market.

Qualifications of Vocational Counsellors

The Office of Vocational Rehabilitation in the United States is in process of developing standards for counsellors for handicapped persons. Some States have already set up their own standards. For example, Minnesota has prescribed the following qualifications:

VOCATIONAL REHABILITATION COUNSELLOR

Qualifications

Minimum Qualifications.

Education: graduation from an accredited college or university with the equivalent of (1) at least a full year's graduate or undergraduate training in vocational guidance, personnel psychology, and other courses dealing with individual diagnosis in relation to vocational adjustment, or (2) a full year's training in education or social welfare supplemented by a half year of training in the fields listed in (1) above. Preference will be given to individuals with graduate training in the above fields.

Experience: two years paid full-time recent employment in vocational rehabilitation, vocational guidance, employment or personnel work and related activities which require individual diagnosis for the purpose of occupational adjustment. Graduate training in the fields listed above may be substituted for experience, year for year.

Additional Desirable Qualifications.

Education: graduate or undergraduate training in as many as possible of the following specific fields: tests and measurements—group and individual, educational and vocational; industrial or personnel psychology; vocational guidance; vocational psychology; abnormal psychology; social pathology; social case work; personnel administration and management; occupational studies and job analysis; labour problems.

Special knowledge: knowledge of various types of jobs; job specifications and occupational information based on job studies; knowledge of academic and vocational training agencies; knowledge of public and community agencies such as employment service, health agencies, social agencies, psychiatric clinics; knowledge of workmen's compensation administration and labour legislation; knowledge of special problems of the handicapped.

Experience: employment in as many as possible of the following fields: vocational and educational guidance, vocational education, personnel work, psychometrics, clinical psychology, and industry.

Personal Qualifications

Sex: male or female.

Interests: should possess interests characteristic of adult professional workers in the various personnel occupations.

Personality: must be able to deal pleasantly and effectively with, and inspire confidence of, other individuals and groups of individuals.

Appearance: should be such as to make favourable impression on other persons.

APPENDIX VIII

EMPLOYER-WORKER COLLABORATION IN RETRAINING DISABLED PERSONS IN GREAT BRITAIN

A. PRELIMINARY SCHEME OF BOOT AND SHOE INDUSTRY

The Ministry of Labour and National Service in Great Britain has been consulting employers' and workers' organisations with a view to working out suitable schemes for the retraining of disabled persons within the chief industries expected to be in a position to absorb a considerable number of such persons. The Ministry asked the representatives of these industries to give special consideration to (1) the occupations in which training should be given to disabled persons; (2) the curriculum and standard of efficiency to be attained during training; (3) the type of training course to be provided; (4) the general standards of selection; (5) the arrangements to be made for employment following training; and (6) the number of persons to be trained in a given period for the various occupations.

An example of the replies being worked out by employer-worker consultation is provided by a preliminary memorandum drafted by the employers' and trade union representatives of the boot and shoe industry, which is reproduced below as an example of procedure, even though the scheme was not final at this stage and has been further discussed with the Ministry of Labour.

- (1) It is very difficult indeed to prescribe a list of operations on which training should be given to disabled persons. The possibility of training for any of the many separate operations performed in the manufacture of boots and shoes depends entirely on the degree of disability and the extent to which the disabled person can fit in to the normal productive requirements of the operation. There are a number of operations on which only a minimum period of training, *i.e.*, about three months, is required. There are other operations where from 3 to 6 months' training is necessary, and other operations—the more highly skilled—where more than 6 months' training is required. All the operations, with very few exceptions, depend upon the skill of the operator. There are very few operations which could be performed from a seat. Disabled persons would, therefore, in the main, have to be in such physical condition as would enable them to stand at their job, without undue fatigue, for $8\frac{1}{2}$ hours per day.
 - (2) Our consideration of this question is largely determined by our answer to question (3). It is not possible to devise a curriculum for training in an employer's establishment — neither is it possible to clearly define a standard of efficiency to be obtained during training in each such occupation.
- Bearing in mind that we strongly favour the principle of training in employers' establishments, we should say that the curricula for such

training should, as far as practicable, be conducted on the following lines, in each establishment:

First essential: to afford the trainee the opportunity of acquiring some degree of "shoe sense".

1st month: to be spent in the factory, doing little more than watching the operations in each department; absorbing the atmosphere; sensing the work; the interdependence of one operation to another; acquiring the rhythm, etc.

2nd month: to be devoted to assisting selected operatives, and trying their hand at some of the minor hand operations.

3rd month: to be devoted to specialised training on the job most suitable for the trainee. The jobs would vary from factory to factory, having regard to the number of operatives employed, and the kind of footwear produced.

A reasonable standard of efficiency should be acquired on most of the minor operations within 3 months, by the course outlined above. Following a period of employment on a minor operation, progress and training for the semi- and higher-skilled operations would continue, subject, of course, to the trainee's physical ability, efficiency and aptitude.

(3) We are firmly of the opinion that training in the employers' establishments is the most practical, both for the industry and the trainee. It would be impossible for an employer to guarantee that he could fit in to his establishment a person trained for a particular job in a Government training centre or training college. Even where such guarantee was possible, it would be necessary, in most factories, for a further period of training to be given inside the factory before the trainee could efficiently perform the operation as it may be required to be done in such factory.

It is far better that the whole of the training should be done inside the employers' establishments, on the progressive basis outlined under principle (2).

(4) The standards of suitability to be applied in selecting disabled persons for training are largely predetermined by the productive organisation of the industry. As already stated, the operations that could be performed from a seat, other than the two departments in which women only are employed, are very few. Again, each operation is part of a productive sequence, and the output per operation predetermined. It is not possible to limit the output of an operation to say 75 per cent. of the factory requirement, and it would be very difficult indeed to employ two persons on say 50 per cent. output each, in order to provide for the 100 per cent. output.

The standard of suitability could be defined under the following priorities:

- (a) Possessing normal intelligence.
- (b) Possessing reasonable eyesight.
- (c) Possessing the use of two hands.
- (d) Able to stand at the operation for several hours per day.

It is not possible for the industry to carry a number of permanently subnormal people.

During the course of the discussions with the Ministry of Labour, it was suggested by the representatives of the industry that the Local Advisory Panels, who have, for some time, been assisting the Ministry of Labour in respect to the labour force of the industry, should be consulted in respect to the selection of disabled persons for training in the boot and shoe industry. The representatives of the Ministry of Labour accepted this suggestion, it being understood that the procedure to be followed in this respect should be the subject of later consideration.

- (5) The general reply to this question is contained under principles (2) and (3).

The conditions of employment of disabled persons would be in accordance with the provisions of the National Conference (January 1944) Agreement.

It would be the desire and intention of the Federation and the Union that disabled persons should be trained so that they may take virtually a normal employee's part in production in a factory.

The object of the training would be to enable the disabled person to overcome his disability so far as productive employment was concerned.

The principle cannot be determined at this stage. The industry undertakes, however, to employ its due quota of disabled persons. It is presumed that plans on a local or regional basis will be agreed as between the Ministry of Labour and the industries concerned, before any large number of disabled persons is available for training.

B. POLICY OF NATIONAL AMALGAMATED UNION OF SHOP ASSISTANTS, WAREHOUSEMEN AND CLERKS

The Executive Committee of the National Amalgamated Union of Shop Assistants, Warehousemen and Clerks adopted in 1944 the following resolution relative to the training of disabled persons for occupations in retail distribution¹:

This Executive Committee notes with satisfaction that all the Retail Trade Joint Industrial Councils are co-operating with the Ministry of Labour and National Service in drafting detailed schemes for the training of disabled persons.

While being mindful of the obligations of the distributive trades to absorb their reasonable quota of disabled persons in addition to disabled ex-service employees who have reinstatement rights, the Committee supports the view that in order to ensure good prospects of regular and continuous employment, the numbers admitted for training should not be excessive in relation to the requirements of the trades.

It considers that in the interests of all disabled persons it is essential that appropriate standards of suitability shall be determined, and that in the selection of men and women for training such standards shall be adhered to.

The Committee emphasises the vital importance of planning the course of training so that upon completion the disabled person will reach the highest state of craftsmanship and will not be at any disadvantage compared with employees who enter the trade in other ways.

Believing that some part or all of the training may be given in business premises, the Committee does not hesitate to declare that the members of the

¹ *Distributive Trades Journal*, Dec. 1944.

Union will extend a hearty welcome to the trainees and will gladly and enthusiastically co-operate in the work of training, advising and guiding them.

The Committee declares that upon the satisfactory completion of the course of training the trainee must be paid on the same basis as that applicable to those who have entered the trade through normal channels.

Finally, the Committee places on record that all disabled persons entering the distributive trades in this manner will be welcomed into full membership of the Union and be entitled to all the rights and privileges attached thereto.

APPENDIX IX

SHELTERED EMPLOYMENT

A. GREAT BRITAIN

1. Extract from *Disabled Persons (Employment) Act, 1944*

15. Provision for registered persons who are seriously disabled, of employment or work on their own account, under special conditions.

(1) Facilities may be provided as specified in this section for enabling persons registered as handicapped by disablement who by reason of the nature or severity of their disablement are unlikely either at any time or until after the lapse of a prolonged period to be able otherwise to obtain employment, or to undertake work on their own account (whether because employment or such work would not be available to them or because they would be unlikely to be able to compete therein on terms comparable as respects earnings and security with those enjoyed by persons engaged therein who are not subject to disablement), to obtain employment or to undertake such work under special conditions, and for the training of such persons for the employment or work in question.

(2) The nature of the facilities to be provided under this section shall be such as the Minister may determine, and the Minister may with the approval of the Treasury make arrangements for the provision thereof by any of one or more companies which may be formed for that purpose and incorporated under the Companies Act, 1929, at his instance, being a company required by its constitution to apply its profits, if any, or other income in promoting its objects and prohibited thereby from paying any dividend to its members, or by any association or body, being an association or body so required and prohibited, which appears to the Minister to be able and willing to provide the requisite facilities in an efficient and proper manner.

(3) The objects of any company to be formed for the purposes of this section may include all such objects as appear to the Minister to be requisite for enabling it to act effectively for those purposes, and any such company shall be constituted so as to enable all or any of its operations to be controlled by the Minister or persons acting on his behalf as may appear to the Minister to be requisite.

(4) The Minister, or with his authorisation any such company association or body as aforesaid providing facilities under this section, may defray or contribute towards expenses incurred by persons for whom facilities are provided under this section in travelling to and from the place where they are employed or work or where training is provided, and may make payments to or in respect of such persons, up to such amounts as the Minister may with the approval of the Treasury determine and in such manner as he may determine.

(5) Payments may be made by the Minister—

- (a) in respect of the expenses of the formation and incorporation of any such company as aforesaid,

- (b) to any such company association or body as aforesaid in respect of expenses incurred by them in providing facilities under this section, or of expenses incurred by them under the last preceding subsection, and
- (c) to any local authority in respect of expenses incurred by them under any enactment conferring powers on them in that behalf in providing under arrangements made between the Minister and the authority facilities approved by him for any of the purposes mentioned in subsection (1) of this section, in defraying or contributing towards expenses incurred by persons for whom such facilities are so provided in travelling as mentioned in the last preceding subsection, or in making payments to or in respect of such persons,

up to such amounts as the Minister may with the approval of the Treasury determine.

(6) Expenses incurred by the Minister under this section shall be defrayed out of moneys provided by Parliament.

2. Ministry of Labour and National Service: Scheme of Grants to Undertakings Employing Severely Disabled Persons

Undertakings Eligible under the Scheme.

3. (a) In order to be eligible for a grant, an undertaking must satisfy the Minister—

- (i) that its main object is the rehabilitation and employment of disabled persons;
- (ii) that proper arrangements exist for its efficient conduct;
- (iii) that the wages and general conditions of employment are satisfactory; and
- (iv) that the grant of financial assistance from public funds is justified.

(b) Special consideration will be given to undertakings engaged on the production of articles required for Government or public services and, during the continuance of the war, for purposes connected with the war.

(c) Undertakings trading for private profit are not eligible under the scheme nor will a grant be paid in respect of disabled persons in private employment.

Persons Eligible under the Scheme.

4. The scheme is intended for persons who are prevented by disability from obtaining employment under ordinary industrial conditions, and the decision whether an individual qualifies for the scheme will rest with the Ministry of Labour and National Service. The selection of individuals will normally be undertaken by the Ministry but an undertaking may submit names to the Ministry for approval. In no circumstances will an allowance or grant be payable in respect of persons who have not been specifically approved by the Ministry.

Training Allowances and Grant.

5. (a) Where, in the opinion of the Minister, a period of training or learning is necessary before a disabled person can be expected to earn the approved rate of wages paid by the undertaking, a maintenance allowance will be paid to the trainee.

(b) A training grant may be paid to assist an undertaking to meet the cost of instruction, waste of material, etc.

(c) The amounts payable under (a) and (b) will be determined by the Minister and normally payment will be limited to a period of three months in the first instance, but may be extended up to a total period of twelve months. The training grant may be at a reduced rate after the first three months.

(d) These payments will be subject to the condition that the undertaking is willing to take the disabled person into its employ at the end of the training period.

(e) Disabled persons in receipt of maintenance allowances will not be regarded as in the employ of the undertaking and their training may be terminated at any time by the Minister.

(f) While trainees are in receipt of maintenance allowances, National Health and Unemployment Insurance contributions are not payable. The Minister will indemnify the undertaking against claims under the Workmen's Compensation Acts in regard to injuries suffered by trainees, but this indemnity does not relieve the undertaking from liability under Common Law in respect of accidents caused by negligence on the part of the undertaking or its servants.

Deficiency Grant.

6. (a) A deficiency grant may be paid to an undertaking in respect of each disabled person approved under the scheme and employed during the year for which the grant is current. The rate of the grant will be equal to two thirds of the deficiency in the preceding financial year per head of approved disabled persons employed in that year.

Provided that the rate of the grant per head in any year shall not exceed £40, and the total amount of the grant shall not exceed two thirds of the total deficiency in the previous financial year.¹

(b) The grant for the first year will be based on an estimate of the first year's working approved by the Minister, who may require interim statements of accounts to be submitted before making payment of the second and subsequent quarterly instalments of the deficiency grant. The grant for the second and each succeeding year will be based on the deficiency as disclosed in the audited accounts for the immediately preceding financial year.

(c) The deficiency is to be ascertained by taking the net loss from the revenue account, after charging interest on borrowed monies, depreciation and similar charges, and after crediting interest on investments but not voluntary subscriptions or contributions from other private sources. If the undertaking is

¹ The method of calculating the deficiency grant is illustrated in the three following examples:

	Example I	Example II	Example III
<i>Position of the undertaking in 1941</i>			
(1) Total deficiency.....	£900	£1,500	£1,800
(2) Number of disabled persons employed.....	20	20	30
(3) Deficiency per head.....	£45	£75	£60
<i>Basis of grant for 1942</i>			
(4) Number of disabled persons employed.....	15	20	60
(5) Rate of grant per head payable.....	£30	£40 (max.)	
(6) Amount payable.....	£450	£800	£1,200 (max.)

In Example I grant is payable at the full rate of two thirds of the deficiency per head in the previous year.

In Example II grant is limited by the provision that the payment per head shall not exceed £40.

In Example III the total payment is limited to two thirds of the total deficiency in the previous year.

A deficiency grant, which will be payable quarterly, will normally be approved for a period of three years in the first instance, subject to satisfaction of the preceding conditions, and will be reconsidered in the light of the circumstances then existing.

in receipt of monies from public funds such receipts must be shown separately in the accounts in order that the Minister may be satisfied that there is need for further assistance.

(d) The amounts included in the accounts for interest on borrowed monies, depreciation and similar charges must be approved by the Minister.

(e) The Minister will, as a rule, require that any subscriptions or portion of the contributions not needed for making up the balance of any current or future deficit (after deduction of the Ministry's grant), is invested in Trustee Stocks, and interest thereon used to meet future deficits as provided in (c) above.

(f) Grant will be paid only in respect of persons who are employed by the undertaking whole-time, that is to say, to the full extent that the conditions of the undertaking admit. Grant will be based on days of attendance but reasonable periods of absence on account of sickness or other unavoidable cause may be disregarded.

(g) The grant having once been approved in respect of any individual employee will normally be continued in respect of that employee for a period of one year if he continues in the employment of the undertaking.

(h) Deficiency grant is not payable in respect of disabled persons who are the subject of a training grant under paragraph 5 above. Such persons may be reckoned for purpose of deficiency grant as soon as they have completed training and commence employment with the undertaking (see para. 4).

Capital Advances.

7. (a) The Minister will be prepared as an exceptional measure to consider an application for an advance, free of interest, of a capital sum to enable an undertaking either to start an employment scheme or develop its existing facilities. The amount of such advance will not exceed £25 per head of the number of disabled persons for whom employment will be made available by the introduction or development of the scheme.

(b) If an advance is made at the maximum rate of £25, the maximum rate of deficiency grant payable for the first three years will be reduced from £40 per annum as provided in paragraph 6 (a) Example II to £30 per annum. If the sum advanced for capital purposes is at a less rate than £25, the maximum of £30 for the deficiency grant will be rateably increased.

(c) Whilst the advance will, as a rule, be secured by mortgage, the Minister will be prepared to consider an alternative method of securing that the advance is used for the purpose for which it was intended, for instance, by means of a Trust Deed or by registering a Company with limited objects. A capital advance will normally be regarded as repaid at the end of the third year for which deficiency grant is paid, provided that the number of disabled persons employed is not less than the number on which the capital grant was based. If, within a reasonable time, the number of disabled persons employed does not reach the number on which the capital grant was based, the Minister may require the whole or part of the capital advance to be refunded or deducted from any deficiency grant otherwise payable.

(d) No capital advance will be made to an undertaking which has received a capital grant or loan for the same purpose out of monies provided by Parliament.

General.

8. Undertakings must be open to inspection by a duly authorised officer of the Ministry of Labour and National Service and must furnish accounts in such

form as may be required and duly audited by a qualified accountant previously approved by the Minister.

9. The Minister may discontinue or reduce at any time a grant made under this scheme.

B. UNION OF SOUTH AFRICA

Extracts from Government Memorandum on Sheltered Employment Projects

3. Ex-volunteers are eligible for sheltered employment projects, whether of the urban or community centre type:

- (a) if they were members of whole-time units of the Union Defence Force, or if they were members of the E.S.P.C., or, being Union nationals, if they were members of the armed forces of the Allies, in the war which started on the 3rd September 1939;
- (b) if they suffer from a clearly defined physical or mental disability, regardless of how or when the disability arose;
- (c) if, in consequence of their disability, they are unable to undertake or to retain work, or an employment officer of the Department of Labour is unable to provide them with suitable work, in the ordinary labour market, but are nevertheless able, in spite of their disability, to do worthwhile remunerative employment under sheltered circumstances removed from the competitive conditions of the ordinary labour market, where due regard is given to their disability.

.....

9. If an agency is approved by the Board, it shall appoint a managing committee and the managing committee shall be responsible to the Board, through the Advisory Committee, for the proper conduct and for the finances of the sheltered employment project. An approved agency may appoint a managing committee for each sheltered employment project which it conducts, or if it so desires it may authorise one managing committee to conduct more than one project in its centre. The agency shall permit the Board, if it so desires, to appoint one or two, but not more than two, members on the managing committee.

.....

14. Classification which involves stigma should be avoided, but in the interest of the majority of workers classification will sometimes be found to be necessary. There is, for example, the relatively large and important group of nervous and mental cases not certifiable in terms of the Mental Disorders Act. If, on the one hand, they cannot be sent to mental hospitals or institutions for the feeble-minded, and if, on the other hand, they cannot be placed in ordinary employment, it is obvious that they must be provided for by means of sheltered employment. It should be remembered that there are no institutional facilities, nor is there compulsory legislation for those groups of mental cases which, on the one hand, are not certifiable, and, on the other hand, cannot be reckoned amongst the normal. For practical purposes, including employment, we must regard them as if they were normal. It will sometimes happen that some of them will manifest behaviour disabilities, without being certifiable, which will make it necessary to dispose of them by means of a war veteran's pension, but from a general social welfare point of view the expedient of a war veteran's pension is much too negative a procedure to deal with the majority of these cases. A serious effort should, therefore, be made to meet their needs by means of sheltered employment, not merely to provide them with work, but also for the additional reason that conge-

nial employment, more especially for cases of psychoneurosis, is not infrequently an effective and indeed necessary form of their further treatment and readjustment. If experience shows that it is necessary that entirely separate projects should be established for them, steps should be taken to do so. It should be pointed out that the staff for this group should be carefully chosen, for the reason already stated that their admission to projects serves not only to provide them with employment, but also as a positive form of treatment and readjustment.

17. The hours of work shall be determined by the managing committee in consultation with the Advisory Committee and "should in no case exceed the maxima laid down under the Factory Act or by any industrial agreement". Where a worker, in consequence of his disability, cannot work the number of weekly hours laid down, he shall work such number of hours as the medical adviser to the work project shall determine, provided that he conforms with the requirement that he is still regarded as "capable of a minimum of worth-while employment". Where the managing committee is in doubt in a particular case whether the worker conforms with this requirement, it shall consult the Advisory Committee.

Wages.¹

18. The wages shall be the same as the wages paid in the ordinary labour market, for similar or related work, and if there is a wage determination or industrial agreement, such determination or agreement shall apply. If there is any doubt as to the wages to be paid for a particular form of work or a combination of forms of work, the managing committee should consult the Advisory Committee.

19. A worker who, in consequence of his disability and on medical advice, does not work the full number of weekly hours, shall not be penalised in respect of wages, but will draw wages as if he had worked the full number of weekly hours.

20. A managing committee may pay an employee less than the normal weekly wage, but under no circumstances less than 60 per cent. of such wage, if, in its opinion, the employee has not yet reached the standard of proficiency required. Progression beyond the 60 per cent. basis of pay shall be dependent on the employee's efficiency and application, as determined by the managing committee, and such progression shall be in three grades, namely, 70, 80 and 100 per cent. respectively of full wages, generally, but not necessarily with a minimum interval of three months between each grade.

21. Retrocession in wages may be imposed for lack of interest and application, or other moral weaknesses which affect efficiency, but the reduction in wages shall not leave the employee with less than 60 per cent. of full pay. The employee shall have the right of appeal to the Board through the Advisory Committee.

24. Leave benefits are laid down in paragraphs 47 and 48 of the report of the Committee on Urban Sheltered Employment for Disabled Ex-Volunteers, of which approved agencies are presumed to have a copy. For convenience, they are repeated here:

Vacation leave: 26 days per annum, and after 10 years' employment, 29 days per annum.

Sick leave: 120 days full and 120 days half in each cycle of three years.

¹ Special provision is made concerning the wages of military pensioners in receipt of supplementary allowances or undergoing hospital treatment.

25. Agencies conducting urban projects shall make suitable provision for the supervision of the physical and mental health of the employees by securing the part-time services of a medical officer. It is not expected that these agencies shall provide treatment for the disabilities of the employees, but it is hoped that they will advise them regarding the means for obtaining treatment.

26. The medical services provided to ex-volunteers and their families in community centres shall comprise treatment, including such institutional treatment as can be provided by the hospital of the community centre, if there is a hospital.

27. If the medical officer is of opinion that the disability of an employee has sufficiently improved to enable him to undertake permanent employment in the ordinary labour market, and if the employment officer can secure the employee such employment, the latter shall be required to leave the workshop, but not until employment has been found for him. Should he prove incapable of retaining such employment, or other employment subsequently found for him, he shall be eligible for readmission to the workshop.

28. It must be assumed that amongst the beneficiaries of a scheme for sheltered employment there will be some who show behaviour disabilities and weaknesses of varying degrees, more especially amongst the mental and nervous cases. Sheltered employment projects are not only intended as expedients for providing employment; they should serve the wider aim of readjustment generally, and, as has been pointed out, they will not infrequently serve as a means of treatment for the mental and nervous cases. It is for this reason that the staff should exercise patience and show understanding. In extreme cases of refractory behaviour, however, it will be necessary to discharge the employee, who should, however, have the right of appeal to the Board.

Discharge on Other Grounds.

29. If an employee is persistently sick over long periods or if his disability becomes aggravated and so severe that he can no longer be regarded as capable of performing worth-while remunerative employment, then, in terms of paragraphs 49 of the report of the Committee on Urban Sheltered Employment, he should be required to leave the workshop, but not until other provision has been made for his subsistence and that of his dependants in terms of existing statutory or other measures, such as a war veteran's pension and the consequential grants under the Children's Act, placement in a settlement for the unfit, a chronic sick home or a mental hospital.

Employees Who Leave Workshops of Their Own Accord.

30. As admission is voluntary, an employee may leave when he wishes to do so, but to prevent his doing the wrong thing, the managing committee should offer him free medical examination and advice in regard to his ability to re-enter employment in the open labour market, and should he suffer a relapse, the managing committee should be prepared to consider his readmission to the workshop.

Disabled Ex-Servicewomen.

31. Ex-servicewomen shall be eligible for admission to sheltered employment projects, whether of the urban or community centre type, in the same way in which men are eligible, and if it is considered impracticable to let them work in the same workroom as men, a separate workroom should be considered. Their pay will be determined by the same principles and considerations which determine

men's pay, after consultation with the Advisory Committee. All other conditions of employment shall apply equally to men and women employees.

Workmen's Compensation.

36. It is necessary to protect employees under the Workmen's Compensation Act, and managing committees are required to pay annual assessments to the Accident Fund. The premiums payable are based on the annual wage bill and vary according to industry.

It is the policy of the Board that compensation paid to employees in sheltered employment projects should not be lower than that applicable to able-bodied persons who become disabled, even if it involves the payment of increased premiums.

Inspection.

37. The Board reserves to itself the right to inspect all phases of the activities of sheltered employment projects by such person or body of persons as it may authorise to do so.

File to be Kept for Each Employee.

38. A file shall be kept for each employee, in which shall be recorded, amongst others, the results of medical examinations held from time to time and of such treatment as he may have undergone.

41. Subsidy shall be payable to approved agencies, in terms of estimates of revenue and expenditure approved by the Board, for periods of three months, payment to be in advance. The subsidy for the year shall not exceed the anticipated difference between the total operating costs and the income of the industry for that year, subject to adjustment in accordance with this principle upon the subsequent submission of audited financial statements.

C. UNITED STATES

National Advisory Committee on Sheltered Workshops of the Wage and Hour and Public Contracts Division of the Department of Labor

ELEMENTARY STANDARDS RESPECTING POLICIES, ORGANISATION, OPERATION AND SERVICE ACTIVITIES OF SHELTERED WORKSHOPS

Definition

1. *Sheltered workshop:* a charitable, religious, educational or philanthropic organisation or institution conducted not for profit, but for the purpose of carrying out a recognised programme of rehabilitation for physically, mentally, spiritually and socially handicapped individuals and to provide such individuals with remunerative employment or other rehabilitating activity of an educational or therapeutic nature.

In varying degrees, these shops provide some or all of the following services: employment, employment training, occupational advice and placement, physical, occupational and work therapy, social services, financial subsidies, medical supervision, psychiatric care, and other services designed for the rehabilitation of the client.

Policies

1. *Auspices and purpose:* an organisation to be recognised as a *bona fide* sheltered workshop should meet the qualifications stated in the above definition of a "sheltered workshop" and observe the following policies and standards in its organisation, administration, operation, and service activities.

2. *Incorporation:* a sheltered workshop or its parent organisation should be incorporated as a non-profit charitable, religious, educational, philanthropic, or eleemosynary organisation under the proper statute of the laws of the State.

3. *Directing board:* a sheltered workshop should have a responsible directing board or management committee consisting of responsible and representative citizens of the community. The board or committee should meet at least quarterly and should exercise general supervision over the property, funds, management, operating and service policies, and development of resources.

4. *Qualified leadership:* a sheltered workshop should have executive and staff personnel properly qualified for their respective responsibilities and who have special interest in service for the handicapped.

5. *Programme of service:* a sheltered workshop should be operating a definite programme of service for one or more of the types of handicapped persons indicated in the definition of a "sheltered workshop". Such programme should be planned and operated in relation to present and future needs of its clients and should result in clients attaining their fullest usefulness.

6. *Primary purpose:* the primary purpose of a sheltered workshop is to serve its clients rather than to produce goods. Production of goods, while essential to the successful operation of the shop and providing the service opportunity for the handicapped, should nevertheless be kept incidental to the rehabilitation of the individual.

.....

8. *Working relations:* a sheltered workshop should seek to develop good working relations with other community organisations including social service agencies, governmental and voluntary, trade associations, civic, labour and all other organisations which may be interested in or can contribute to the rehabilitation and placement of the handicapped.

9. *Buildings and equipment:* sheltered workshops should be properly located in relation to needs of clients in buildings with physical features conducive to their health, safety and well-being. Buildings should be properly equipped to carry out the purposes of the organisation and conduct its industrial operations efficiently.

10. *Working conditions:* a sheltered workshop should meet the requirements of federal, State and local governmental regulations concerning working conditions and should constantly strive to improve working conditions beyond actual requirements to at least those attained by business and industrial establishments maintaining approved labour standards.

11. *Wages and hours:* a sheltered workshop should co-operate in the furtherance of federal and State wage and hour regulations and recognise its further obligation to develop and maintain wage standards comparable with prevailing wage or piece rate standards for similar production and quality of work as maintained by business and industrial establishments maintaining approved labour standards.

12. *Wages in cash:* it is recommended that all wages earned in a sheltered workshop be paid in cash but in those instances where the programme of the sheltered workshop provides for clients to live in facilities furnished by the shop, charges for service against wages earned should be limited to food, shelter

and clothing. Deductions for such service should be made on the basis of actual cost to the shop for the service rendered rather than on the basis of cost of similar services outside the shop.

13. *Fair trade practices:* sheltered workshops should observe fair trade practices when establishing selling prices of their products. The quality of workmanship on their products should be comparable with the quality of similar types and grades of work in business and industry.

14. *Home-bound clients:* sheltered workshop programme for home-bound clients should provide special services including home visitation, securing and developing suitable therapeutic and remunerative work and other allied services. Identical criteria regarding standards of pay, adequate records regarding work performed, etc., should obtain for the home-bound clients as stated herein for the clients within the workshop.

The sheltered workshop should co-operate in the furtherance of all State and federal regulations applicable to home-bound clients under its care.

15. *Trusteeship:* sheltered workshops should recognise the fact that they are trustees of financial and other resources including public interest and certain privileges enjoyed so that they may better serve the handicapped. They should so use their entire resources and so conduct their operations and services that a maximum of self-help may be made available to the handicapped through their available resources.

16. *Accounting and records:* sheltered workshops should have adequate accounting, operation, sales and other records essential to the effective management of their enterprises. They should present operating and balance sheet statements to their responsible management board or committee at least quarterly. Their books should be audited annually by a certified public accountant especially employed for that purpose. Government-operated workshops will present such financial and other statement to such bodies and at such times as are required by regulations governing their operations.

.....
21. *Use of earned operating income:* no funds should be set aside out of earned operating income to provide for initial capital expenditures for equipment, buildings or expansion of activities until applicable minimum hourly or piece-rate wages are paid by the workshop. In no event should earned operating income of a sheltered workshop be used for any purpose or activity other than that prescribed in the definition of a "sheltered workshop".

APPENDIX X

UNITED STATES EMPLOYMENT SERVICE FORMS

SAMPLE OF PHYSICAL CAPACITIES AND PHYSICAL DEMANDS FORMS USED FOR SELECTIVE PLACEMENT

WAR MANPOWER COMMISSION

PHYSICAL CAPACITIES FORM

Name..... Sex..... Age..... Height..... Weight.....

PHYSICAL ACTIVITIES		WORKING CONDITIONS	
1 Walking	16 Throwing	51 Inside	66 Mechanical Hazards
2 Jumping	17 Pushing	52 Outside	67 Moving Objects
3 Running	18 Pulling	53 Hot	68 Cramped Quarters
4 Balancing	19 Handling	54 Cold	69 High Places
5 Climbing	20 Fingering	55 Sudden Temp. Changes	70 Exposure to Burns
6 Crawling	21 Feeling	56 Humid	71 Electrical Hazards
7 Standing	22 Talking	57 Dry	72 Explosives
8 Turning	23 Hearing	58 Wet	73 Radiant Energy
9 Stooping	24 Seeing	59 Dusty	74 Toxic Conditions
10 Crouching	25 Colour Vision	60 Dirty	75 Working with Others
11 Kneeling	26 Depth Perception	61 Odors	76 Working around Others
12 Sitting	27 Working Speed	62 Noisy	77 Working Alone
13 Reaching	28	63 Adequate Lighting	78
14 Lifting	29	64 Adequate Ventilation	79
15 Carrying	30	65 Vibration	80

Blank Space = Full Capacity:

✓ = Partial Capacity:

O = No Capacity

May work..... hours per day..... days per week. (If TB, cardiac or other disability requiring limited working hours.)

May lift or carry up to..... pounds.

Details of limitations for specific physical activities.....

Details of limitations for specific working conditions.....

Date..... Physician.....

PHYSICAL DEMANDS FORM

Job title..... Occupational code.....
 Dictionary title.....
 Firm name and address.....
 Industry..... Industrial code.....
 Branch..... Department.....
 Company officer..... Analyst..... Date.....

PHYSICAL ACTIVITIES		WORKING CONDITIONS	
1 Walking	16 Throwing	51 Inside	66 Mechanical Hazards
2 Jumping	17 Pushing	52 Outside	67 Moving Objects
3 Running	18 Pulling	53 Hot	68 Cramped Quarters
4 Balancing	19 Handling	54 Cold	69 High Places
5 Climbing	20 Fingering	55 Sudden Temp. Changes	70 Exposure to Burns
6 Crawling	21 Feeling	56 Humid	71 Electrical Hazards
7 Standing	22 Talking	57 Dry	72 Explosives
8 Turning	23 Hearing	58 Wet	73 Radiant Energy
9 Stooping	24 Seeing	59 Dusty	74 Toxic Conditions
10 Crouching	25 Colour Vision	60 Dirty	75 Working with Others
11 Kneeling	26 Depth Perception	61 Odors	76 Working around Others
12 Sitting	27 Working Speed	62 Noisy	77 Working Alone
13 Reaching	28	63 Adequate Lighting	78
14 Lifting	29	64 Adequate Ventilation	79
15 Carrying	30	65 Vibration	80

Details of Physical Activities:.....

Matching Physical Capacities with Physical Demands

Placement officers must have complete information on the skill, and physical requirements of jobs on the one hand, and on the other, they must have complete information on the skills, aptitudes, interests, and physical capacities of workers so that the worker and job may be properly matched. It is the problem of relating the physical characteristics of workers and of jobs that is presented here.

The following illustration of matching physical capacities information with physical demands information shows how an actual placement is made.

The completed physical capacities form shows that Bill Jones, who formerly worked in a sheet-metal shop, no longer possesses the physical capacities to work at the same place. His former job of sheet-metal fabricator required, among other things, that he lift and carry up to 150 pounds of materials as well as to push and pull these materials to position them. His physical capacities form indicates that he can lift up to 25 pounds only and that he should not exert more than the equivalent effort in pushing and pulling. An opening exists for the job of ventilation duct installer in a nearby shipyard. It can be quickly found by examining the completed physical demands form that this job requires that only 25 pounds be lifted, carried, pushed, and pulled. Moreover, this job does not require any of the other activities for which Bill Jones has limitations. Therefore, as far as Bill's physical capacities are concerned, he can be safely placed on the job of ventilation duct installer.

PHYSICAL CAPACITIES FORM

Name Bill Jones

Sex M

Age 29

Height 72

Weight 190

PHYSICAL ACTIVITIES		WORKING CONDITIONS	
1 Walking	16 Throwing	51 Inside	66 Mechanical Hazards
O 2 Jumping	✓ 17 Pushing	52 Outside	67 Moving Objects
O 3 Running	✓ 18 Pulling	53 Hot	O 68 Cramped Quarters
4 Balancing	19 Handling	54 Cold	69 High Places
5 Climbing	20 Fingering	55 Sudden Temp. Changes	70 Exposure to Burns
O 6 Crawling	21 Feeling	56 Humid	71 Electrical Hazards
7 Standing	22 Talking	57 Dry	72 Explosives
8 Turning	23 Hearing	58 Wet	73 Radiant Energy
9 Stooping	24 Seeing	59 Dusty	O 74 Toxic Conditions
10 Crouching	25 Colour Vision	60 Dirty	75 Working with Others
11 Kneeling	26 Depth Perception	O 61 Odors	76 Working around Others
12 Sitting	27 Working Speed	62 Noisy	77 Working Alone
13 Reaching	28	63 Adequate Lighting	78
✓ 14 Lifting	29	64 Adequate Ventilation	79
✓ 15 Carrying	30	✓ 65 Vibration	80

Blank Space = Full Capacity:

✓ = Partial Capacity:

O = No Capacity

May work..... hours per day days per week. (If TB, cardiac or other disability requiring limited working hours).

May lift or carry up to 25 pounds.

Details of limitations for specific physical activities: Effort in pushing and pulling should not exceed effort in lifting and carrying.

Details of limitations for specific working conditions: Should avoid frequent or constant vibrations.

Date:.....October 2, 1944.

Physician:.....R. C. Black, M.D.

PHYSICAL DEMANDS FORM

Job title: Ventilation-duct installer Occupational code: 4-88.622

Dictionary title: Sheet-metal worker III

Industry: Ship and boat building and repair Industrial code: 3431.

Branch: Construction Department: Outfitting Dock Date 10-1-44.

PHYSICAL ACTIVITIES		WORKING CONDITIONS	
X 1 Walking	O 16 Throwing	X 51 Inside	X 66 Mechanical Hazards
O 2 Jumping	X 17 Pushing	X 52 Outside	X 67 Moving Objects
O 3 Running	X 18 Pulling	O 53 Hot	O 68 Cramped Quarters
O 4 Balancing	X 19 Handling	O 54 Cold	X 69 High Places
X 5 Climbing	X 20 Fingering	O 55 Sudden Temp. Changes	X 70 Exposure to Burns
O 6 Crawling	O 21 Feeling	O 56 Humid	O 71 Electrical Hazards
X 7 Standing	O 22 Talking	O 57 Dry	O 72 Explosives
X 8 Turning	O 23 Hearing	O 58 Wet	O 73 Radiant Energy
X 9 Stooping	X 24 Seeing	O 59 Dusty	X 74 Toxic Conditions
X 10 Crouching	O 25 Colour Vision	O 60 Dirty	O 75 Working with Others
X 11 Kneeling	O 26 Depth Perception	X 61 Odors	X 76 Working around Others
X 12 Sitting	O 27 Working Speed	X 62 Noisy	O 77 Working Alone
X 13 Reaching	28	X 63 Adequate Lighting	78
X 14 Lifting	29	X 64 Adequate Ventilation	79
X 15 Carrying	30	O 65 Vibration	80

Details of physical activities: Climbs about 50 feet up and down hull ramps and stairs about 6 times daily, half the time carrying tools and materials weighing up to 20 pounds. Stands, stoops, crouches, kneels, sits, and turns while handling and fingering felt stripings, hand tools, small nuts, bolts, and soldering iron to solder and assemble vents and flanges (7 hours). Lifts materials up to 25 pounds and carries up to 50 feet several times daily. Reaches for, grasps, pushes, and pulls vents and other parts weighing up to 25 pounds to place in position and pushes and pulls 8-pound drill frequently. Observes ruler graduations of $\frac{1}{16}$ inch.

Details of working conditions: Works inside hulls (95 per cent.), outside in all weather (5 per cent.), and on staging up to 10 feet high (20 per cent.). Exposed to nearby chipping and hammering noises.

Details of hazards: Possibility of injury from falling as far as 10 feet down stairs, of respiratory, digestive and skin irritations from vapours and odours of paint and zinc chromate primer, of being struck and injured by materials carried or accidentally dropped by other workers, of cuts from sharp edges of sheet metal (reduced by gloves), and of impairment of hearing from nearby chipping and hammering noises.

APPENDIX XI

SELECTED OFFICIAL REFERENCES

The following list of references is a selected list of major laws, regulations and official reports relating to the training and employment of disabled persons in various countries.¹

Australia:

Australian Soldiers' Repatriation Act, 1920-1943.

Regulations under the Australian Soldiers' Repatriation Act, 1920-1943, *Statutory Rules*, 1943, No. 233, dated 16 September 1943.

Re-establishment and Employment Bill, 1945, introduced into House of Representatives in March 1945 and given its second reading on 10 May 1945 (Debate on Bill, *Commonwealth Parliamentary Debates*, 17th Parliament, Third Session, 1945, No. 9 *et seq.*)

Minister for Post-War Reconstruction: *Speech on the Introduction of the Re-establishment and Employment Bill into the House of Representatives* (mimeographed, 1945).

Brazil:

Legislative Decree No. 4371 of 19 June 1942, establishing the position of Medical Consultant in the Department of Social Welfare.

Legislative Decree No. 7036 of 10 November 1944, to revise the legislation relating to industrial accidents. (I.L.O.: *Legislative Series*, 1944, Br. 2.)

Legislative Decree No. 7270 of 25 January 1945, respecting the Regulations concerning disabled members of the Armed Forces and setting up a Rehabilitation Commission.

Legislative Decree No. 7380 of 13 March 1945, respecting the extension of certain benefits and services to persons who have retired or are in receipt of invalidity pension.

Order No. 83 of the National Labour Council (Portaria CNT-83) of 18 November 1943, respecting the rehabilitation of disability pensioners.

Order No. 53 (Portaria CNT-53) of 8 September 1944, respecting the vocational retraining and rehabilitation services.

Canada:

Department of Labour, Unemployment Insurance Commission: *Proceedings of the Conference on the Vocational Rehabilitation of the Physically Handicapped* (Ottawa, 1943, reprinted February 1945).

Post-Discharge Re-establishment Order P.C. 5210, 13 July 1944, as amended. (I.L.O.: *Legislative Series*, 1944, Can. 4.)

¹ The references are in their original language unless otherwise indicated. Those published in the I.L.O. *Legislative Series* are available in French and English.

- Department of Labour, Unemployment Insurance Commission: *Special Placements (Technical Handbook, No. 5)* (Ottawa, April 1945).
 Province of Ontario, *Revised Statutes*, Ch. 204, the Workmen's Compensation Act, as amended.
 Department of Labour: *Labour Gazette* (monthly).

Denmark:

- Public Assistance Act, Notification No. 337 of 29 July 1942.
 Social Insurance Act, No. 122 of 7 May 1937, to amend Act No. 182 of 20 May 1933. (I.L.O.: *Legislative Series*, 1937, Den. 4.)
 Social Insurance Act Amendments. Notification No. 399 of 25 July 1940. (I.L.O.: *Legislative Series*, 1940, Den. 5.)
 Director for the Care of Disabled Persons: *Report for the Year 1944*.
 Invalidity Insurance Court: *Report for the Year 1943*.
 Ministry of Labour and Social Affairs: *Memorandum on the Rehabilitation of Long-Term Unemployed and Disabled Persons*.
 "Employment of Disabled Persons", in *Social Tidsskrift*, Nos. 7-8, 1944.

Finland:

- Act No. 15 of 10 January 1941: War Accident Act. Act. No. 555 of 18 July 1941: War Accident (Extension) Act. (Section 15 of this Act was amended by Acts No. 651 of 7 August 1942 and No. 312 of 2 April 1943. An Order of 18 August 1944 concerns the application of the War Accident Act.)
 Act No. 649 of 7 August 1942 concerning the vocational rehabilitation of war-disabled persons.
 Act No. 650 of 7 August 1942 concerning the Vocational Rehabilitation Department for War-Disabled Persons.
 Act No. 652 of 7 August 1942 concerning the administration of the Acts concerning the vocational rehabilitation of war-disabled persons.

Great Britain:

- Disabled Persons (Employment) Act, 1944, 7 & 8 Geo. VI, Chap. 10; assented to 1 March 1944. An Act to make further and better provision for enabling persons handicapped by disablement to secure employment, or work on their account, and for purposes connected therewith. (I.L.O.: *Legislative Series*, 1944, U.K.1.)
 Disabled Persons (Employment) Act, 1944 (Commencement) Order, 1944, S.R. & O. 1944, No. 936.
 Disabled Persons (Employment) Act, 1944 (Commencement) Order, 1945, S.R. & O. 1945, No. 615.
 Disabled Persons (Employment) Act, 1944 (National and Advisory Council on Employment of the Disabled) Order, January 1945.
 Report of the Inter-Departmental Committee on the Rehabilitation and Resettlement of Disabled Persons (Cmd. 6415, London, 1943).
 Ministry of Labour and National Service: *Scheme of Grants to Undertakings Employing Severely Disabled Persons* (P.L. 110/1942).
Idem: Interim Scheme for the Training and Resettlement of Disabled Persons (P.L. 93/1941 and P.L. 93/1944 (revised)).
Idem: Training and Resettlement of Disabled Persons (P.L. 162/1944).
 Ministry of Labour and National Service: *Ministry of Labour Gazette* (monthly).
 Ministry of Labour and National Service and Ministry of Production: *Production and Engineering Bulletin* (monthly).

Luxembourg:

Grand-Ducal Order of 27 December 1929, setting up an office to assist victims of industrial accidents.

Grand-Ducal Order of 26 February 1945, concerning the establishment of an office for the employment and training of persons disabled through employment injuries and of war-disabled persons.

New Zealand:

Rehabilitation Act, 1941: Act No. 25, 17 October 1941. (I.L.O.: *Legislative Series*, 1941, N.Z.1A.)

Rehabilitation Amendment Act, 1944: Act No. 24, 12 December 1944.

Rehabilitation Board: *Reports for the Years Ended 31 March 1943 and 1944.*

Sweden:

Government Decision of 15 October 1943 relative to the appointment of a Committee on Disabled Persons, to present proposals regarding the rehabilitation and resettlement of partially disabled persons.

Ministry of Social Affairs: *Ministerial Statement of Policy concerning the Establishment and Work of the Committee on Disabled Persons.*

Report of Committee of experts on the vocational rehabilitation of persons disabled on defence service, submitted to the Committee on Disabled Persons on 3 May 1944.

Summary Report on Productive Social Welfare, presented to the Committee on Disabled Persons by Hjalmar Cederstrom (a member of the Committee), 15 December 1944 (mimeographed, in English).

Ministry of Social Affairs: Article on Employment Problems of Disabled Persons, by Prof. Sten Wahlund, in *Social Arsbok (Social Yearbook)*, 1939.

Ministry of Social Affairs, State Pension Board: periodic and special reports.

Ministry of Social Affairs, Social Board: *Sociala Meddelanden* (monthly review).

Union of South Africa:

Soldiers and War Workers Employment Act, 1944, Act No. 40 of 1944, assented to 1 June 1944. (I.L.O.: *Legislative Series*, 1944, S.A.2.)

Director-General of Rehabilitation Training: *The Functions and Powers of the National Readjustment Board for Disabled Soldiers* (Pretoria, Oct. 1943).

Interdepartmental Committee on Disablement Problems arising out of the War: *Report* (1943).

Committee on Urban Sheltered Employment for Disabled Ex-Volunteers: *Report* (31 Dec. 1943).

Memorandum on Sheltered Employment Projects (mimeographed, no date).

United States:

Vocational Rehabilitation Act: An Act to provide for the promotion of vocational rehabilitation of persons disabled in industry and otherwise and their return to civil employment, Public No. 236, 66th Congress, approved 2 June 1920, as amended by Public No. 200, 68th Congress, approved 5 June 1924, Public No. 317, 71st Congress, approved 9 June 1930, Public No. 222, 72nd Congress, approved 30 June 1932, and Public No. 113, 78th Congress, approved 6 July 1943. (I.L.O.: *Legislative Series*, 1943, U.S.A. 4.)

Public No. 2, 73rd Congress, approved 20 March 1933, as amended, in particular, by Public No. 16, 78th Congress, approved 24 March 1943, to provide for the rehabilitation of disabled veterans and for other purposes. (I.L.O.: *Legislative Series*, 1943, U.S.A.4.)

Servicemen's Readjustment Act of 1944: An Act to provide federal Government aid for the readjustment in civilian life of returning World War II veterans. Public No. 346, 78th Congress, approved 22 June 1944.

Veterans' Preference Act of 1944: An Act to give honourably discharged veterans, their widows, and wives of disabled veterans, who themselves are not qualified, preference in employment where federal funds are disbursed. Public No. 359, 78th Congress, approved 27 June 1944.

Veterans' Regulations, Section 703 of Title 38, U.S. Code, amended by Public No. 16, 78th Congress, 24 March 1943.

Veterans' Administration Instructions I-B: Vocational rehabilitation; principles and procedure governing determination as to vocational handicap and awarding of pension. 1 August 1944.

Veterans' Administration: Regulations under the Servicemen's Readjustment Act of 1944. 12 Aug. 1944.

Idem: Veterans' Benefits, 15 Dec. 1944.

United States Congress, House of Representatives: *Hearings before the Committee on Labor, Subcommittee to Investigate Aid to the Physically Handicapped* (78th Congress, pursuant to H. Res. 230).

Idem: Report of the Subcommittee to Investigate Aid to the Physically Handicapped of the Committee on Labor (78th Congress. Pursuant to H. Res. 230, House Report No. 2077, 15 Dec. 1944).

Idem: Veterans' Legislation. Historical Statement of the Laws Enacted and Veterans' Regulations Promulgated relating to Veterans and their Dependents, with a Complete Statement regarding Expenditures for Hospital and Domiciliary Construction (79th Congress, 1945).

Civil Service Commission: *Operations Manual for Placement of the Physically Handicapped* (3rd edition, June 1944).

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